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IMPROVED PROCEDURES FOR MANPOWER PROGRAM IMPLEMENTATION AND FEE--ETC(U)

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Improved Procedures for Manpower Program Implementation and Feedback

Final Report

By:

Rodney D. McConnell
Richard L. Somers

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Submitted to:

Deputy Assistant Secretary of Defense
(Program Management)
Office of the Assistant Secretary of Defense
(Manpower, Reserve Affairs and Logistics)

Contract Number: MDA 903-75-C-0234

November 1977

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report

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Block 19 continued:

Manpower Authorizations
Manpower Management
Defense Manpower Requirements Report (DMRR)
Manpower Control and Feedback

Block 20 continued:

The study involved systematic review and documentation of the major elements of the defense manpower programming, allocation and control process in summary and flow-chart form. Based on this review it was concluded that improvements were required in the areas of: manpower program implementation, historical FYDP maintenance, reporting of actual strength, manpower control vehicles, Defense agency/military department overlap, and currency of directives. Appropriate procedural changes have been recommended. Recommendations are supported by decision documents with associated draft directives, system descriptions and related documentation.

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EXECUTIVE SUMMARY

I. BACKGROUND AND OBJECTIVE

This study was undertaken in response to a recognized need to clarify and improve manpower program procedures at the OSD level. It has involved a systematic review of present manpower programming, allocation, feedback and control practices. The study objective has been to develop recommendations for procedural changes which provide greater visibility and more positive control of manpower program activities within OSD.

II. FINDINGS AND RECOMMENDATIONS

Manpower is a critical and costly Defense resource. An effective system that supports determination and presentation of manpower requirements is essential. In the course of this study, areas in which the Defense manpower program process requires strengthening have been identified and appropriate procedural modifications have been developed. These findings and recommendations may be summarized as follows:

- Finding: Component implementation of manpower changes is inconsistent and inaccurate.
- Recommendations:
 - Require explanations for changes of more than 300 within any DPPC.
 - Make greater use of action document codes to track transactions.
 - Develop additional automated capabilities within OASD(MRA&L).
 - Conduct regular reviews of FYDP updates.
 - Insure directed manpower changes include specific reporting instructions.
 - Publish a directive specifying DMRR input requirements.

- Finding: The historical FYDP is poorly maintained.
 - Recommendations:
 - Eliminate requirements for other than direct transfers and code/title changes prior to FY1972.
 - Increase emphasis on historical adjustments for FY1972 and all subsequent years.
- Finding: Actual strength by DPPC is generally at variance with program.
 - Recommendations:
 - Require explanations for all variances which exceed $\pm 1\%$ within DPPC grouping.
 - Develop additional automated capabilities for review and evaluation of strength reports.
- Finding: The multiplicity of manpower control vehicles dilutes the effectiveness of overall manpower program control.
 - Recommendation:
 - Replace the MAM with a manpower series of PCDs.
- Finding: No office has overall authority and responsibility for the DPPC.
 - Recommendations:
 - Assign responsibility to a single office.
 - Prescribe specific procedures.
 - Publish prescriptive definitions.
- Finding: Overlap between Defense agencies and the services creates military manpower programming problems.
 - Recommendation:
 - Assign clearcut responsibility to Defense agencies for their military manpower programs.
- Finding: DoD issuances on manpower are outdated.
 - Recommendation:
 - Update directives.

III. IMPLEMENTATION

Included in this report are draft documents which provide the OSD staff with vehicles for evaluation and implementation of the recommendations set forth above. Combined with greater attention to detail in preparation and execution of manpower programs, the implementation of these recommendations can result in enhanced Defense capability for developing a balanced and consistent manpower program.

III. RECOMMENDATIONS

Included in this report are brief comments which provide the reader with a general understanding of the results of the study. Detailed comments are given in the appendixes. The appendixes are divided into two parts. The first part contains the results of the study and the second part contains the recommendations. The recommendations are divided into two parts. The first part contains the recommendations for the development of the study and the second part contains the recommendations for the development of the study.

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1 INTRODUCTION

1.1 BACKGROUND

A project to improve the Defense planning and programming categories (DPPC) was initiated in April 1975 and continued through March 1977. It involved review of the program elements (PE) and DPPC structure on a phased, incremental basis. Out of this review, proposals were developed to resolve inconsistencies and to modify the DPPC structure used for portraying and explaining the DoD manpower program. The research necessary to prepare these modifications provided considerable insight into the strengths and weaknesses of manpower accounting and programming procedures and pointed up a distinct need to clarify and improve procedures for OSD direction of manpower program implementation. This study of manpower program procedures has, therefore, been a logical continuation of prior actions to improve the manpower program process.

Throughout the planning, programming and budgeting (PPB) cycle, decisions are made and controls established which impact the levels, mix and distribution of manpower. These are usually documented by program decision memoranda (PDM), program change decisions (PCD), program/budget decisions (P/BD), or manpower authorization memoranda (MAM). At times, these controls take other forms, such as implied or explicit guidance in staff correspondence or indirect controls (such as dollar or force-level ceilings).

Feedback on the implementation of manpower decisions is provided in part through Five Year Defense Program (FYDP) updates and in part through budget exhibits and various other reports. While this variety of control and feedback vehicles complicates the manpower program process, the principal difficulty from an OSD perspective is a lack of consistency and discipline in the implementation of program

decisions. This lack becomes especially troublesome during the development of manpower audit trails and explanations for changes in connection with justification of requirements to the Congress.

1.2 OBJECTIVE

The objective of this study has been to develop recommendations for procedural changes which will provide for greater visibility and more positive control of manpower program activities within OSD. To accomplish this objective, the study has encompassed examination, evaluation, and documentation of current practices followed by OSD and the Defense components in the programming, allocation and control of manpower within the Defense PPB process. Emphasis has been placed on making available to OASD(MRA&L) more positive means and systematic methods for directing and tracking Defense manpower programs, both to improve internal management and to enhance the validity of justifications required by the Congress.

1.3 DEFINITIONS

For the purpose of this discussion, it is useful to have a common understanding of manpower process terminology. To this end, an earlier study report¹ included some operational definitions for terms which have specialized applications for study purposes. Because certain of these terms are used extensively throughout this report, the key definitions are repeated here.

Manpower Programming - The process of compiling and projecting future manpower requirements, documenting these requirements, integrating them into the overall PPB process, and translating them into a form which provides a basis for personnel procurement, training and assignment actions.

¹Documentation of the Defense Manpower Programming, Allocation and Control Process, General Research Corporation, June 1977. (Appendix A.)

Manpower Allocation - The distribution of programmed manpower, or changes in programmed manpower, to subordinate echelons, such as OSD to military departments, military departments to major commands/claimants, etc.

Manpower Control - The establishment of restrictions or limitations on various aspects of programmed manpower. The principal control vehicles are the PDM, P/BDs and the MAM.

Manpower Feedback - The confirmation by subordinate echelons of the planned distribution or utilization of programmed manpower and/or the actual distribution or utilization of assigned personnel. The feedback vehicles of primary interest for manpower programming purposes at the OSD level are the FYDP and quarterly report of actual strength by DPPC.

1.4 TASKS

The following is a discussion of the specific tasks undertaken in accomplishment of this study. A summary list is provided in Table 1.1.

Table 1.1

TASKS

- Collect Documentation/Conduct Interviews on DoD Manpower Process.
- Track Selected Manpower Decisions
- Document Major Elements of Programming, Allocation and Control Process
- Brief Manpower Issues and Alternatives
- Draft Decision Documents
- Present for Staff Review (Draft Final Report)
- Provide Final Report

1.4.1 Collect Documentation and Conduct Interviews on DoD Manpower Process

Initial study activity involved the collection and review of directives, handbooks, and other pertinent documentation relative to current requirements, methods and procedures for manpower programming, allocation of manpower by OSD to the Defense components, and reporting of implementation by the components. Applicable Congressional, OMB, OSD and service/agency documentation was considered in connection with this task. A list of those documents that were found to be pertinent is available, for reference, in the initial study report cited earlier. The documentation review was supplemented by discussions/interviews with over 50 OSD, Defense agency and military service personnel involved in the programming, allocation and reporting of manpower. Many of these personnel were contacted several times. Most discussions were with individuals who actually do the "hands on" manpower programming work.

1.4.2 Implementation of Manpower Decisions

The implementation of four manpower program decisions was tracked and analyzed. These were PCD X-6-018 (management headquarters), PCD X-6-016 (individual training), PCD X-6-003 (Army Program 2), and an interservice transfer of air traffic control positions reflected in the May 1977 MAM. A review of the way these decisions were implemented provided considerable insight on the program process and the need for improved system discipline.

1.4.3 Documentation in Narrative and Flow-Chart Form of the Major Elements of the Defense Manpower Programming, Allocation and Control Process from an OSD Perspective

This report (Appendix A) was the initial product of the Manpower Program Procedures Study. In it, the major elements of the Defense manpower programming, allocation, and control process are addressed from an OSD perspective. The manner in which various echelons exercise control

and provide or receive feedback is illustrated by means of flow charts and accompanying narratives. It was an essential first step in the systematic evaluation of the current process and provided a basis for questioning present methods; identifying requirements, disconnects, inconsistencies, visibility problems and related issues; and developing recommended procedural changes.

1.4.4 Develop and Present a Comprehensive Discussion of Major Manpower Programming, Allocation and Control Issues and Related Procedural Alternatives

Based on the preceding tasks, a presentation, "Manpower Programming Allocation and Control Issues and Alternatives," was given on 4 August 1977 to the DASD, Planning and Requirements (P&R). The briefing included a discussion of major manpower programming, allocation and control issues and related alternatives. These will be addressed in Section 2, Study Results, of this report. As a result of recommendations made at that time, the DASD(P&R) directed the preparation of draft implementing documents, together with associated directives, systems descriptions and procedural guidance.

1.4.5 Develop Decision Documents with Associated Draft Directives, Systems Descriptions, Procedural Guidance and Related Documentation

The documents needed to provide alternative procedures for implementing recommendations made to the DASD(P&R) were completed; these will also be addressed in Section 2 of this report.

1.4.6 Draft Final Report and Final Report

This report includes a modified discussion of manpower programming issues and alternatives that addresses actions taken, current status, and recommendations for continuing action by OSD.

1.5 IMPLEMENTATION OF MANPOWER DECISIONS

In the course of gathering information, conducting interviews and analyzing implementation of manpower decisions, the need for improved manpower system discipline became particularly evident. The tracking of manpower program change decisions received special emphasis since the Senate Armed Services Committee (SASC) had requested information on the three PCDs addressed during the study. A detailed audit of the 15 April 1977 FYDP update (in which these PCDs were implemented) showed the error rate to be so high that the update could not be used to meet SASC requirements. It became necessary to request the services to develop information required by the SASC manually. To illustrate the impact of the errors, a chart is provided (Table 1.2) comparing management headquarters in the FY78 budget request with the figures derived from the FYDP update of 15 April. Theoretically, the figures should be identical, since no changes other than structural changes were authorized in the update. In fact, substantial differences exist in the case of the Army and Navy with small differences in the other services. Obviously, a simple check of control totals prior to submitting the update would have eliminated these types of errors. The analysis of problems in implementing these changes and the subsequent discussions with service representatives were helpful to the study effort and supported the development of recommended courses of action.

Table 1.2				
MANAGEMENT HEADQUARTERS - FY 1978				
	FY' 78 BUDGET		15 APRIL FYDP UPDATE	
	<u>MIL</u>	<u>CIV</u>	<u>MIL</u>	<u>CIV</u>
Army	8918	14159	13429	14159
Navy	9539	13445	10109	9787
Marine Corps	2288	632	2279	615
Air Force	18683	9533	18388	9336

1.6 PROBLEMS, ISSUES AND ALTERNATIVES

1.6.1 Categorization of Problems

Manpower programming problems can be generally categorized as those impacting on the capability by DoD to support Congressional presentations and those more directly involved in internal DoD management, system discipline and the maintenance of a balanced manpower program. Individual issues do not fall totally into either of these areas but, rather, they may be classified as predominately in one area or the other.

1.6.2 Problem Areas

Table 1.3 depicts the specific problem areas that were addressed. Each will be discussed separately in the next section on study results, along with associated issues and procedural alternatives.

Table 1.3
PROBLEM AREAS

1. Inconsistent & Inaccurate Implementation of Changes (Feedback)
2. Maintenance of Historical FYDP Inaccurate & Difficult for Services
3. Actual Strength Reporting by DPPC at Variance with Program
4. Multiplicity of Manpower Control Vehicles
5. No Office Designated to Manage DPPC
6. Program Overlap Between Defense Agencies/Services
7. Outdated OSD Issuances on Manpower Programming

In addressing these areas, consideration was given to such factors as perceived goals and objectives; existing system constraints; OSD, OMB, and Congressional information requirements; required level of detail; potential changes and their time-phasing; impact on financial management; cost effectiveness; and ease of implementation. The study

took into account the impending headquarters manpower reductions, reorganizations and the need to reduce rather than increase workloads. Therefore, the benefits to be gained from any procedural change being considered were judged relative to costs in time and people involved.

Some potential problems and issues surfaced in the course of the initial research which were not developed, either because they appeared to be beyond the scope of the study, or because it could be concluded, without detailed evaluation, that solutions would probably not be cost effective. These included: Definition of strength subject to ceiling, level of MRA&L participation during budget review and the P/BD cycle, relationship of programming to requirements determination, and documentation of wartime manpower requirements.

2 STUDY RESULTS

2.1 MANPOWER PROGRAM DEVELOPMENT AND CONTROL

Although not identified as one of the seven major problem areas developed during the study (Table 1.3), the organizational placement of responsibility for manpower program development and control was a significant consideration throughout the project. Figure 2.1 portrays functional responsibilities for manpower program development within OSD as they were at the time the study was initiated. It identifies ASD(PA&E), ASD(MRA&L), and the ASD (C) as the principal resource (i.e., forces, manpower and materiel, dollars) managers within OSD. Other offices shown become involved as functional managers for specified portions of the manpower program. Also portrayed in Figure 2.1 are the principal manpower control vehicles issued by these resource managers. It can be seen that manpower programming and control is a shared responsibility and that the establishment of approved manpower levels requires extensive interaction between MRA&L and other resource, as well as functional, managers.

During the programming phase of the PPB cycle, ASD(PA&E) takes a predominant role in direction of Program Objective Memoranda (POM) preparation by the Defense components, subsequent resource analysis and POM issue development, and issuance of tentative and amended program decision memoranda (APDM). ASD(MRA&L) offices interact with PA&E during this phase, to include development of manpower issues and determination of incremental changes to component manpower programs associated with PDMS; however, overall control of the manpower program effectively rests with PA&E. The Manpower Authorization Memorandum (MAM) issued by MRA&L at this point in the PPB cycle addresses only the budget year (next current year) and the first program year (next budget year) while the APDM covers a five year program projection (next budget year

FUNCTIONAL RESPONSIBILITIES FOR MANPOWER PROGRAM DEVELOPMENT WITHIN OSD

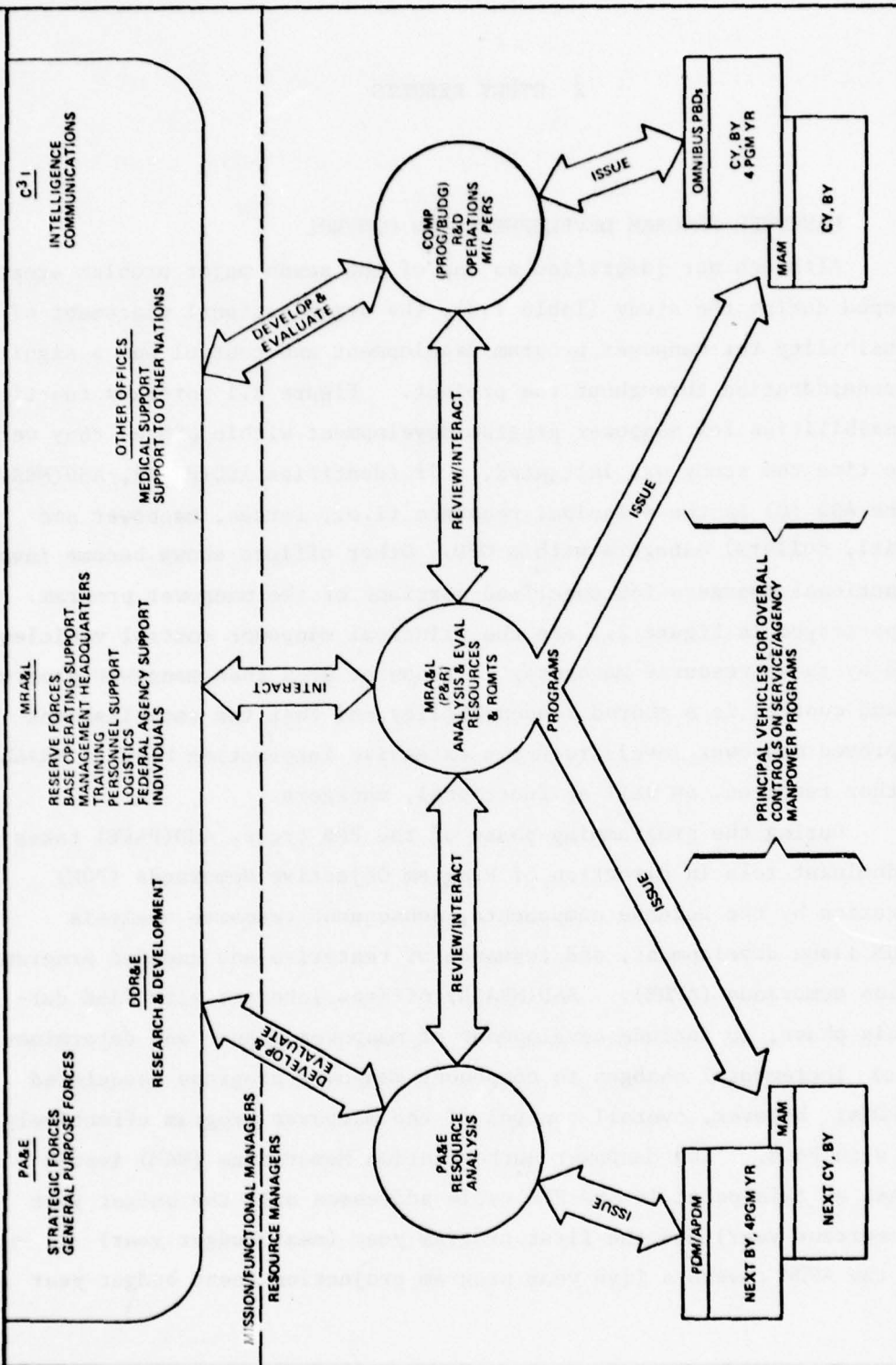


Figure 2.1

and four program years). The MAM merely confirms APDM strength levels on an after-the-fact basis.¹

During the budget phase of the cycle, responsibility shifts to ASD(C). That office directs component budget preparation and budget review, and issues program/budget decisions (P/BDs)² which establish Defense manpower levels for the current, budget and four program years. Again, MRA&L plays only a collateral role in the process by participating in some budget reviews and coordinating or preparing alternatives for P/BDs. The MAM issued at this point confirms budget decisions and Office of Management and Budget (OMB) decisions on civilian strength levels.

This fragmentation of responsibility for manpower programming and control underscores the need for a central manpower focal point to act as an arbiter and be the final authority on controls and ceilings. Manpower programs should be dealt with uniformly throughout the PPB cycle. Manpower levels are of significant interest to the public, the President and OMB, and the Congress. The ASD(MRA&L) has the responsibility to "review and evaluate recommendations covering manpower" with the related functions for "development of manpower programs to meet requirements" and "administration of controls on military and civilian manpower strengths."³ It seems quite evident, therefore, that there is both a need and a charter for ASD(MRA&L) to be this focal point and to take a strong lead in manpower requirements determination, programming and control.

Because of the complexities of manpower programming we see a continuing requirement for a supporting staff in MRA&L to manage the manpower requirements program, even in the face of staff reduction and reorganization. When this study was initiated, all aspects of quantitative manpower requirements were the responsibility of DASD(MRA&L)

¹The same MAM does address Congressional actions on budget year authorization.

²Terminology changed to "Decision Package Set" for the FY1979 budget review.

³DODI 5124.1, "Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics)," 20 April 1977.

(Planning and Requirements). Within that Deputate, the Directorate for Resources and Requirements focused on POM analysis and the PDMs (program phase), while the Directorate for Programs, within its limited capabilities, concentrated on the budget phase, manpower program structure, congressional authorizations, and manpower program information (as well as issuing the MAM). The reorganized MRA&L has divided the functional responsibility for manpower programming to two distinct time-related entities, one for the "outyears" (program cycle) and one for the budget and current years. The DASD (Requirements, Resources and Analysis) has the former responsibility, and the DASD (Program Management) the latter. The continuing need for a single manpower program and control focal point becomes even more critical with this further division of responsibility for manpower requirements. It is strongly recommended that the Manpower Management Directorate of the DASD (Program Management) be given responsibility, authority and commensurate resources to meet this need. Specific functions of this office should include:

- Coordination of all actions impacting authorized component manpower levels (current year, budget year, program year).
- Operation of a program information center which would be the single, final authoritative source for information on Defense manpower programs and ceilings (an extremely critical function).
- Exercise of control over component manpower levels for all years.
- Issuance, as required, of some form of manpower control vehicle to establish and revise component manpower levels.
- Review and evaluation of actual and programmed strengths for the purpose of addressing overall trends, problems and requirements.

These responsibilities would, of course, be in addition to (and complementary to) those currently assigned to that office, which include publication of the Defense Manpower Requirements Report, participation in budget development and P/BD preparation, and support of congressional budget review and related actions impacting the manpower program.

In the discussion of issues which follows, we have developed alternatives and recommendations on the assumption that there would continue to exist, within MRA&L, an office with essentially those manpower programming and control responsibilities enumerated above. We consider that such an office is as key to overall Defense resource management as are the counterpart manpower program offices which currently exist in all the major components. We also see a need for strengthening the capabilities of that office, and MRA&L as a whole, in the area of manpower programming, allocation and control. It is to that end that the ensuing discussion is directed.

2.2 SYSTEM UPDATE DISCIPLINE

The basic problem addressed here, and perhaps the most fundamental problem considered during the study, is that of inconsistent and inaccurate implementation of major manpower changes by the Defense components. It manifests itself, primarily, through feedback in FYDP updates and inputs to the Defense Manpower Requirements Report (DMRR). Paragraph 1.5 provided one example of a FYDP update error impacting on the Defense manpower program (program element/DPPC detail which does not balance to established control totals). Others identified in the course of the project included improper assignment of resources to PE/DPPC, failure to maintain action document (basis-of-change) code integrity, failure to conform to established effective dates, and quantitative errors in program estimates.

Difficulties of this type not only complicate internal management but also can be highly visible externally, particularly in the DMRR.

Many factors contribute to the problem but the focus in this study has been on those most amenable to influence at the OSD level. In order to develop procedural alternatives for improving the system update discipline, this major issue has been divided into four subissues.

2.2.1 Change Explanations

The first involves the question: What size or level of change should concern OSD, and what form of explanation should accompany FYDP updates? The current component practice is to group all FYDP change transactions under very few and frequently only one action document code. Although DODI 7045.7 requires the components to explain all internal changes of more than 300 manpower authorizations within a program element, this procedure is not being followed. POM documentation and budget exhibits provide some supporting detail but determination of reasons for changes, whether within a single year or from year to year, is fundamentally a matter that requires probing by analysts on a case-by-case basis.

A requirement for the components to differentiate between OSD-directed and internal changes, and to explain the latter, would tend to reduce FYDP update errors (by focusing increased attention on updates). With that basic premise in mind, we considered the following alternatives:

- Enforce existing procedures not currently being followed, i.e., require explanation for all changes greater than 300 spaces within a PE, when not explicitly directed by OSD.
- Modify existing procedures to require explanation of internal service change in conjunction with only the Budget submit and President's Budget FYDP updates (exceeding 300 spaces only). This accounting would not be required as a part of the POM update (May) since the services have extensive license to make changes in this update and OSD analysts have more opportunity to review details and clarify reasons for change.

- Require explanation of changes over 300 at major defense program or DPPC rather than PE level.
- Eliminate the requirement for explanation of manpower changes in the FYDP.

Since the need for explanations is situational, it is difficult to define a precise set of rules on what level of change should or should not be given visibility at OSD level. There appears, however, to be no reason to enforce existing procedures to report changes greater than 300 within a PE. The POM review and the OSD budget review provide adequate opportunity to evaluate significant changes to the FYDP, down to the PE level if desired. Literal compliance with current instructions would be very costly. The same general conclusion can be drawn with respect to changes at the program level.

Changes at the DPPC level are another matter. These are of major concern to the OSD manpower programmer since DPPC changes must be explained to Congress as part of the authorization process. A track of changes that cause DPPC to vary by more than 300 authorizations would prove useful in explaining changes and in enforcing program consistency. It would permit review of manpower changes in the same language used to justify requirements to the Congress and, by requiring the components to assess the DPPC impact of manpower changes, should increase the accuracy, consistency and defensibility of FYDP manpower information. The revised threshold would require an explanation for non-OSD-directed changes accomplished by the military services and Defense agencies in the October and January FYDP updates which exceed a net of plus or minus 300 military or 300 civilian spaces within any DPPC. This procedure could best be implemented as a change to DODI 7045.7 "The Planning, Programming and Budgeting System." A recommended change to DODI 7045.7 that incorporates this provision is enclosed (see Appendix B).

2.2.2 Reprogramming Restrictions

The second subissue is that of current year reprogramming restrictions and their potential impact on the need to realign prior and current-year manpower for consistent presentation of structural changes. There is a requirement to request congressional approval of fund reprogramming between budget activities when dollar amounts exceed specified thresholds (such as five million dollars in active force operations and maintenance appropriations where budget activities are defined as major defense programs). Dollar and manpower reprogramming are closely related and must be watched carefully by the services. This restriction can potentially create problems in applying structural and program changes to the prior and current years. After thorough exploration, it was concluded that, even though notification of the appropriation committees might be required as a result of backdating the effect of certain manpower changes, this should not be a reason for failure to apply structural changes consistently (i.e., backdated to current and prior years). The need to array manpower for all years on a comparable basis when presenting Defense requirements to Congress is sufficiently critical to warrant reprogramming action should it be required.

As a related matter, the Senate Armed Services Committee staff has suggested that unexplained, significant manpower reprogramming from one DPPC to another is a cause for concern and, if not controlled, might eventually cause the Committee to impose rules similar to those applicable to reprogramming of funds. This possibility adds increased weight to the need for discipline and control in the manpower program process.

2.2.3 Procedural Changes

The third subissue deals with those procedural actions that can be taken by OSD to encourage system discipline and the tools and techniques required to support such actions. There is a need to

modify directives and to insure essential instructions are included in manpower control vehicles such as P/BDs, PCDs and separate memoranda. As a minimum, all OSD-directed changes should specify effective date of change, which FYDP update will incorporate the change, and the action document code to be used for identification. This could apply to any manpower change transactions which analysts or programmers consider significant.¹ The use of separate action document codes should be coupled with standardized reporting tools designed to automatically generate information for the offices of primary interest in OSD. These tools would involve the use of established formats for display of such information as manpower changes from previous positions, and net changes by action document code. This approach to improving consistency has been incorporated in a recommended change to DODI 7045.8, "Procedures for Updating Program Data in the Five Year Defense Program (FYDP)", (Appendix C) which would expand rules for use of action document codes to facilitate manpower tracking.

Related to this change are recommendations for expanded use of the Multiplexed Information and Computing Service (MULTICS) for manpower program review and control. Development of these capabilities is particularly timely in view of current SASC requests for manpower data in machine-readable form. Suggested report formats are provided at Appendix D.

2.2.4 FYDP Update Acceptance

The last subissue involves procedures for assessing the accuracy of manpower data contained in FYDP updates. There are a number of offices involved: ASD(C), ASD(MRA&L) and other OSD functional

¹Instructions for the October 1977 FYDP update (PCD Z-7-003) specify a single action document code (04AMDPDM) for all PDM/APDM transactions. FYDP and budget review could have been facilitated - and enforcement of system discipline enhanced - by specifying discrete codes for some or all of the individual PDM/APDM changes.

managers. All should participate more extensively than at present in FYDP review; however, the key is in defining responsibilities. As at present, ASD(C) should ensure compliance with obvious update instructions and see that established manpower control totals are met. The functional managers should ensure that their areas are accurately addressed in the FYDP. As discussed earlier, the manpower programs focal point in MRA&L should address the totality of manpower programs with special concentration on trends by DPPC and their potential implications relative to congressional justification. FYDP data review and accuracy assessment by the OSD resource and functional managers would be facilitated by use of established reports to be extracted from the FYDP data base and evaluated before final acceptance of component submission and/or publication. Recommended provisions for establishment of this practice are included in the proposed change to DODI 7045.8 at Appendix C.

2.2.5 DMRR Data Call

Although inputs to the DMRR are only indirectly related to system update discipline, it appears that requirements for staff and component inputs to this critical document should be formalized. This will promote continuity from year to year and officially document requirements for the components to address and justify manpower programs by DPPC. Up to now, there has been a yearly data call for DMRR inputs. Requirements are now well enough defined to regularize the annual data call in a formal instruction which need only be supplemented each year with specific directives covering special requirements for that particular year. A proposed DODI establishing responsibilities for preparation of the DMRR and formats for submission of manpower data is included at Appendix E.

2.3 MAINTENANCE OF THE HISTORIC FYDP

The maintenance of the historical years in the FYDP (FY1962 - prior year) is inaccurate and difficult for the services to accomplish. Generally all FYDP structure changes are effective for all FYDP years, i.e., back to FY62. Accomplishment of historical updates is not only difficult for the components but also results are not closely monitored; therefore, the historical data base has, over the years, lost considerable reliability. This is a matter of considerable concern to the manpower programmer since historical trends by major Defense programs and DPPC play an important role in internal and congressional evaluation of manpower requirements. The primary cause of inaccuracy is the need for factoring program element manpower data when an existing PE is divided. Direct code and title changes, such as when all resources in PE XXXXXO are transferred to PE YYYYYO and PE XXXXXO is cancelled, present little problem. When new PEs or redefined PEs must be formed from subsets of one or more existing PEs, the requirement becomes more complex. For example, when the new medical PE "Care in Service Facilities" was defined to include dispensaries and clinics which had previously been accounted for in base operations elements, it was theoretically necessary to determine, back to FY1962 and for all subsequent years, the amount of manpower (and funds) in each base operations element devoted to dispensaries/clinics. Clearly, this type of detail cannot be known with accuracy and the normal practice is to "factor out" resources in earlier years in rough projection to more recent, known distributions. Distortions are also introduced by the need to adjust program strength to reflect prior year actual strength. Actual strength detail by program element has not, until recent years, been available to the components. Even now, reliability of reported actual strength by PE is questionable. Therefore, it has been a standard practice to adjust prior year authorized or programmed strength to audited actuals by pro-rating differences across programs or making

direct adjustments to large elements (e.g., base operations). The fact that these adjustments have been made to historical years in various ways by each component further compounds the error introduced when estimating the historical impact of structural changes.

In theory, historical updates are required both to provide an accurate basis for trend analysis and to keep unneeded elements from cluttering the FYDP data base. Unfortunately, as addressed above, the bias introduced into prior year data by the use of estimates, where direct transfers are not applicable, has made the use of historical data for analyses of questionable value. The preparation of change data going back to FY62 is also time consuming, especially where this factoring is necessary. Thus, a viable alternative would be to require resource changes, other than direct transfer or code and title changes, to be estimated only as far back as FY72; while, at the same time, tightening and enforcing procedures for changes from FY72 forward. Clearly, the most accuracy is required for reflecting impacts in the prior and current year columns of a budget. FY1972 is chosen for the cutoff for manpower changes since the Senate Armed Services Committee has expressed most interest in historical data back to that point.

A recommended change to DODI 7045.8, which provides rules for applying the impact of program structure changes to current and prior years, with more relaxed requirements for pre-FY1972 estimation of resource redistributions, is included at Appendix C. This proposal would allow estimates of prior year changes involving factoring or splitting of PEs to be limited to FY1972 and after. Prior to 1972, only code and title changes would be required. Concurrently, post-1971 historical changes made by the components should be audited by OSD and rejected if inaccurate. It is believed that if the time and effort previously spent on pre-1972 adjustments were concentrated on recent years and if it is known by the components that results of updates will be audited, quality of historical data will improve.

2.4 ACTUAL STRENGTH REPORTING

Component reporting of actual strength by DPPC (RCS DD-M(Q) 1356) is generally at variance with the program. The report is presently submitted to ASD(MRA&L) on a quarterly basis. The as of 31 December report is used by the SASC in conjunction with review of the manpower authorization request. Variances between planned and actual strengths cause continuing problems and have, in the past, been the basis for manpower reductions by the Congress. Difficulties are potentially the greatest when there are apparent shortages in mission categories and overages in support categories. It is emphasized that these variances are not necessarily wrong. The problem is in determining whether they are legitimate or not and in explaining them. •

Differences between actual strength (for intermediate quarters or end year) and programmed may be caused by a variety of conditions such as:

- Authorizations at intermediate points which vary from end year positions.
- Fluctuations in gains, losses and PCS move patterns.
- Program element (PE) changes reflected in the FYDP which have not yet been incorporated in unit authorization documents and/or personnel accounting systems.
- Factoring of actual strength as a basis for estimating PE distributions when actual PEs are unknown.
- Authorization changes reflected in the FYDP but not reflected in unit authorization documents and vice versa.
- Short-lead-time authorization changes to which personnel training and assignment systems have been unable to respond.
- Over and under assignment of manpower against authorizations.
- Reporting errors in manpower authorization systems, personnel accounting systems, or both.

Table 2.1 is an example of variances between authorized and actual strengths for the Air Force by major DPPC groupings. The period-to-period differences portray trends and make obvious the fact that actual and authorized strengths vary significantly. Unless explained, and perhaps corrected, these could create difficulties in future Congressional presentation. Similar tables are provided for all services at Appendix F. To illustrate, Table 2.1 shows that at the end of the transition quarter, mission support forces were 5,000 over the last programmed estimate, where total strength was 900 under the estimate. From the actual position at the end of the transition quarter, the Air Force had drawn down only 1,300 by the end of March; this leaves them with the same overage relative to end FY77 strength as existed at the end of TQ. While many explanations are possible, the implication to an outside analyst is that support personnel are being assigned in excess of justified requirements.

An attempt to improve the consistency and accuracy of reporting would be of benefit to the department. It would appear that the best method for correcting a tendency to vary from the approved programs is to require the services to explain variances which exceed a tolerance level acceptable to OSD and Congress. This level will be difficult to define but, initially, we recommend $\pm 1\%$ within major DPPC grouping (Strategic Forces, General Purpose Forces, Auxiliary Forces, etc.) as a threshold. This explanation could be furnished after the report is submitted in order to avoid delay. Initially the services may have difficulty in determining reasons for variances; however, if they are required to monitor and explain trends, supporting procedures and accuracy should improve. Despite the additional burden that this will impose, especially for the first few submissions, the potential consequences of real or apparent manning imbalances between combat and support units are sufficient to warrant this extra effort. A draft memorandum which would implement this change is at Appendix G.

TABLE 2.1

AIR FORCE MILITARY STRENGTH BY DPPC GROUPING
(In Thousands)

	FY TQ AUTH 1/	→ 30 SEP 76 Δ	FY TQ ACTUAL	Δ	FY 1/77 (31 DEC 76) ACTUAL	→ (31 MAR 77) Δ	FY 2/77 ACTUAL	← FY 4/77 Δ AUTH 2/
STRATEGIC FORCES	78.9	+4.9	83.8	-2.2	81.6	+1.3	82.9	+6.4 76.5
GENERAL PURPOSE FORCES	114.6	-1.2	113.4	+1.5	114.9	+3.3	118.2	-3.4 121.6
AUXILIARY FORCES	66.6	- .5	66.1	-1.3	64.8	+ .6	65.4	+ .4 65.0
MISSION SUPPORT FORCES	153.1	+5.0	158.1	-2.5	155.6	+1.2	156.8	+5.0 151.8
CENTRAL SUPPORT FORCES	104.3	-2.9	101.4	-1.7	99.7	+ .6	100.3	+5.8 94.5
SUBTOTAL-FORCE STRUCTURE ALLOWANCE	517.5	+5.4	522.9	-6.3	516.6	+7.0	523.6	+14.3 509.3
INDIVIDUALS	66.4	-6.3	60.1	+3.0	63.1	-5.7	57.4	-4.3 61.7
TOTAL	584.0	- .9	583.1	-3.4	579.7	+1.3	581.0	+10.0 571.0

1/ TQ COLUMN OF FY77 DMRR

2/ FY77 COLUMN OF FY78 DMRR

It is also recommended that the report continue on a quarterly basis, even though SASC only plans to call for the end-December report. This will permit intermediate positions and trends to be monitored and will allow time for detection and correction of errors or adverse trends before submission of the report to SASC. For monitoring within ASD(MRA&L), it is suggested that current use of the MULTICS system be extended to provide trend reports of the type included at Appendix F. Sample reports and a discussion of how they may be used are provided at Appendix H.

2.5 MANPOWER CONTROL VEHICLES

There is currently a multiplicity of manpower control vehicles. As discussed earlier (paragraph 2.1), MRA&L, PA&E and the Comptroller all publish manpower control vehicles in conjunction with their programming and budgeting responsibilities. The vehicle used by MRA&L has been the Manpower Authorizations Memorandum (MAM). Actually, because of production and coordination problems, only two MAMs have been published since the procedure was started in November 1976. Quarterly issuance has been contemplated.

Some of the information contained in the present MAM is redundant. The MAM currently provides overall active and reserve military authorizations for the current and budget year. These controls are obtained from the APDM, omnibus P/BDs, and the Congressional Appropriation Authorization Act. Although the APDM may not specifically state the control, it does identify strength-associated alternatives. The Congressional Act, when signed into public law, is not an OSD document but the services are quite aware that it is a control and act upon it unless OSD must apportion an overall DoD ceiling.

The MAM also provides a geographic distribution of manpower which is a feedback of service information. Other than the NATO guidelines area (NGA) data, this part of the MAM is strictly informational.

The NGA authorization is used as a $\pm 2\%$ management objective by the Army and Air Force for personnel assignment. Finally, the MAM provides overall civilian manpower ceilings by component for direct hire (DH), indirect hire (IDH), and full time permanent (FTP) for the current and budget years. The civilian manpower control incorporates an audit trail of interservice transfers, the OMB allocation of DH and FTP in January, and an apportionment of Congressional actions in September. Prior to the MAM, the OMB allocation and Congressional authorization was relayed to the services by separate memorandum.

There are other vehicles, such as public law, PBD, PCD, APDM, and separate memoranda that establish selective controls on such elements as grades and officer/enlisted ratios. These controls could conceivably be incorporated into the MAM so as to provide a consolidated source of manpower control information for ease of reference. This step might assist in regularizing procedures for strength changes and controls, although it would be costly in terms of the MRA&L time required to implement.

The Manpower Authorization Memorandum (MAM), which was intended for issuance as a quarterly manpower voucher, has quickly evolved into a "bank statement" that is not fully accepted as a controlling PPB document. While there is a clear need for formal manpower control vehicles (other than "wrap-up" PBDs) to be issued at intermediate points during the year, the MAM as presently conceived, is not fulfilling this need.

An alternative method of producing the manpower controls that are provided solely by means of the MAM is to accommodate them into other vehicles. The civilian manpower omnibus PBD could be revised or a PCD issued to implement the OMB allowance letter. Apportionment of Congressional authorizations could be provided by separate memorandum or PCD. Interservice transfers of civilians (of less than 100 spaces) could be incorporated into PBDs or separate memoranda, but with difficulty;

however, if they were identified by separate basis of change codes in FYDP updates, they could be monitored on an exception basis without additional OSD input.

In summary, the alternatives considered were: to continue the MAM as it currently exists, institutionalizing it through a DODI and improving it when needed revisions become apparent; institutionalize the MAM and revise it to incorporate selective controls such as military and civilian grades; or eliminate the MAM and use other control vehicles to replace it. As previously suggested, overall accountability and control should still be exercised by the MRA&L programs function; the open question is one of vehicles and procedures.

After extensive deliberation, it is our recommendation that, to fully integrate manpower strength control into the PPB cycle, manpower PCDs replace the MAM and be the vehicle for MRA&L control of Defense components strengths. PCDs may also be used to summarize decisions on manpower at critical points during the year, such as, just after the Congress acts upon authorizations and after the President's Budget is prepared and the OMB (civilian) Allowance Letter has been received. The advantage of using MRA&L-prepared PCDs is that PCDs are fully established as decision documents, are widely distributed throughout DoD, and are already institutionalized within the PPBS. Manpower PCDs could convey information similar to the current MAM; if agreeable to ASD(C) they could be under the control of MRA&L(P&R), but would have the previously cited advantage of being an integral part of the PPB process. This change would integrate a needed "bank statement" on manpower authorization into the PPB process. Associated with this change would be the use of PCRs/PCDs for all intercomponent functional transfers of manpower in excess of 100 authorizations. The draft DODI 7045.7 which was staffed last year dropped this threshold; it should **be retained since it is not cost effective for OSD to attempt to control small transfers.** These recommendations have been incorporated in the proposed revision to DODI 7045.7 at Appendix B.

2.6 DPPC MANAGEMENT

Management of the Defense Planning and Programming Categories (DPPC) has been a shared responsibility of ASD(PA&E), ASD(MRA&L), and ASD(C). Until recently, ASD(PA&E) has prescribed the DPPC as a basis for organizing resource information in the POM. ASD(MRA&L) uses the DPPC for the annual congressional manpower authorization request presented in the Defense Manpower Requirements Report. As manager for the FYDP structure, ASD(C) issues PCDs documenting DPPC changes and may record DPPC assignment on the individual program element (PE) definitions published in DoD Handbook 7045.7-H. Although ASD(PA&E) has, until this year, assumed responsibility for publishing the official list of PE assignments to DPPC,¹ there is no office in OSD with responsibility for management of the DPPC structure in a manner comparable to ASD(C)'s management of the basic FYDP structure.

The DPPC structure is used for various purposes by OSD offices, the military departments, congressional committees, and the Congressional Budget Office (CBO). The Senate Armed Services Committee, in particular, relies heavily on the DPPC for evaluating Defense manpower requirements and has placed great emphasis on the need for stability in the structure. The CBO uses the DPPC as the basis for its Defense Resource Model and for estimates of real growth and decline in Defense operating costs.² The Senate Appropriations Committee has required publication of operations appropriation requests by DPPC in budget justification books. Because of this widespread use and interest, there is a clear need for overall DPPC management and control by a single OSD office.

It is envisioned that this central control office would be responsible for continuing maintenance of prescriptive DPPC definitions

¹The current list was issued by DASD(MRA&L) (Planning and Requirements) on 1 September 1977.

²"Real Growth and Decline in Defense Operating Costs: Fiscal Year 1978," Congressional Budget Office, June 1977.

and of PE assignments by DPPC. This office would also hold final approval authority for structure changes and insure these were properly documented in both PCDs and the FYDP Handbook.

While a case can be made for assignment of this responsibility to any of the three offices cited above, it would appear most logical to assign it to ASD(C). The DPPC are basically an alternative array of the FYDP structure, which is currently the responsibility of ASD(C). ASD(C) is also focal point for program change decisions (PCDs) which are now being used to prescribe DPPC, as well as FYDP structure changes. Many offices have vested interests in portions of the DPPC and, as in the case of the ten major Defense programs, ASD(C) appears to be in the best position to arbitrate and adjudicate potentially conflicting functional interests.

A counterargument can be made that the DPPC are of prime concern to ASD(MRA&L) and that ASD(C) should manage only the basic FYDP structure and not various specialized arrays by which FYDP program elements may be aggregated. In the final analysis, this is a judgment call for Defense management. It would appear that use of the DPPC for applications other than manpower is sufficiently widespread to warrant their recognition as the second major Defense resource array. On this basis, management by ASD(C) as part of the overall Defense program structure would seem appropriate.

A proposed DODI which would formalize responsibility for DPPC management and provide for the incorporation of the DPPC definitions and PE assignments in an official handbook is incorporated at Appendix I. More critical than assignment of this responsibility to any particular office, however, is the need for a single controlling office and formal procedures for changing and documenting the structure. This is essential to provide the structural stability needed for meaningful trend analyses (and requested by the SASC); to insure all components and OSD offices array resources by DPPC in a precisely consistent manner; and to

promote effective communication among all internal and external users of the DPPC.

2.7 PROGRAM OVERLAP BETWEEN DEFENSE COMPONENTS

Current practice is for OSD, OJCS, and Defense agencies to program their total military and civilian manpower requirements in the POM and justify the total requirement in budget hearings before Congress. At the same time, the military departments must also carry their military support for agencies in the POMs, budgets and supporting FYDP updates. This creates a measure of confusion in justifying requirements, keeping track of changes and attempting to provide consistent information.

Two aspects of Defense agency manpower programming were examined. The first involved procedures for incorporating agency military manpower requirements in the POM, budget, FYDP and other PPB documents. The overlapping responsibilities of the services and agencies create difficulties which could be resolved by firm policy guidance on responsibilities for preparing strength estimates and resolving disagreements. This will be discussed further momentarily.

The second aspect concerned treatment of agency military pay in the appropriation structure. At present, pay and allowances for agency military manpower are included in military department budgets. An alternative which would shift responsibility for justification of military pay requirements to the agencies would be an accounting change such that each service's military personnel appropriation would be reimbursed for military manpower used by an agency from that agency's O&M appropriation. As the services play little or no part in determining agency military requirements, this would relieve them of including and justifying dollars for these 11,000 military authorizations in their total military personnel appropriation requests.

The full shift of responsibility for programming agency manpower that the appropriation accounting change would support has considerable merit since it would shift justification burdens totally to the agencies and eliminate any latent tendency by the agencies to treat military personnel as a "free" commodity. Nevertheless, it is recognized that there would be considerable turbulence involved in implementing such a change. It is, therefore, suggested that only the strength accounting rules be considered at this time and that further change be held in abeyance until the procedures suggested below have been implemented and tested.

As mentioned above, Defense agency responsibilities for development and support of resource requirements through the PPB process parallel those of the military departments. These responsibilities are generally recognized; however, we believe they should be documented in order to avoid conflicts and questions of responsibility, particularly with respect to military personnel contributed by the Services. Currently, military authorizations for agency support are handled in an imprecise and informal fashion that leads to error and confusion.

A proposed change to DODD 1100.4, "Guidance for Manpower Programs," (Appendix J) incorporates a firm policy statement on service/agency responsibilities for programming and justifying military strength requirements. An associated procedural change has been included in the suggested revision to DODD 7045.8 at Appendix C. This change would fix responsibility on the agencies for notifying the military departments, in writing, of their requirements for service military personnel not later than three weeks prior to each FYDP update. It also would provide that failure to coordinate military requirements be grounds for rejection of the agency submission where agency strengths are at variance with service strengths.

2.8 OUTDATED MANPOWER CONTROL ISSUANCES

There are a number of outdated OSD directives concerning the manpower programming process or related to it. As an example, DODI 7045.7, "The Planning, Programming and Budgeting System," dated 29 October 1969 has not yet been updated, although a revision was staffed last September; DODD 1100.4, "Guidance for Manpower Programs," has not been updated since publication in August 1954. In the course of this project, changes to these directives and new issuances have been drafted. The necessary changes required to document current practice or to implement improved procedures needed in the area of manpower programs and control are incorporated in the proposed revisions and new directives enclosed as appendixes. The publication of these procedures should aid in standardizing the manpower programming, allocation and control process and in tightening system discipline.

3 IMPLEMENTATION

3.1 GENERAL

Manpower is a critical and costly Defense resource. An effective system that supports determination and presentation of manpower requirements is essential. The objective of this study has been to develop recommendations for procedural changes which will provide for greater visibility and more positive control of the DoD manpower program at OSD level. Problems having a substantial impact on manpower programming and control have been addressed and alternatives supportive of project objectives have been developed. Vehicles for implementing recommendations have been provided in the form of draft OSD directives and recommended approaches for using existing systems capabilities to greater advantage. To serve any purpose, however, the proposals in this report must be evaluated within OSD, modified if necessary to meet other requirements or changing conditions, and implemented.

3.1.1 Summary of Findings and Recommendations

The major findings and recommendations resulting from this project, as addressed in detail in Section 2, may be summarized as follows:

- Finding: Implementation by components of manpower program and structural changes is inconsistent and inaccurate.
- Recommendations:
 - Require component explanations for non-OSD-directed manpower changes of more than 300 within any DPPC to accompany October and January FYDP updates.
 - Make greater use of action document codes to track and audit OSD-directed manpower transactions.

- Develop additional capabilities within OASD(MRA&L) to use MULTICS as a tool for review and evaluation of the FYDP.
- Establish regular procedures for acceptance reviews of FYDP updates by OASD(MRA&L) and OSD functional resource manager.
- Insure all OSD-directed manpower changes specify effective date, FYDP update and action document code to be used for reporting.
- Publish a formal directive specifying requirements for inputs to the DMRR.
- Finding: Maintenance of the historical FYDP is both inaccurate and difficult for the components to accomplish.
 - Recommendations:
 - Eliminate requirements for other than direct resource transfers and code and title changes prior to FY1972.
 - Increase emphasis on the need for consistent and accurate historical adjustments for FY1972 and all subsequent years.
- Finding: The actual strength report by DPPC is generally at variance with programmed strength.
 - Recommendations:
 - Require component explanations for all variances which exceed $\pm 1\%$ within DPPC grouping.
 - Develop additional capabilities to use MULTICS as a tool for review and evaluation of quarterly actual strength reports.

- Finding: The multiplicity of manpower control vehicles issued by various ASDs dilutes the effectiveness of overall manpower program control by ASD(MRA&L).
 - Recommendation:
 - Replace the MAM with a manpower series of PCDs to be used as vehicles for formal ASD(MRA&L) control of component strength levels.
- Finding: No office has overall authority and responsibility for the DPPC structure.
 - Recommendations:
 - Assign responsibility to a single office.
 - Prescribe specific procedures for structural maintenance and changes.
 - Publish formal, prescriptive DPPC definitions.
- Finding: Military manpower program overlap between Defense agencies and the services creates conflicts and dilutes responsibilities for program development and justification.
 - Recommendation:
 - Assign clearcut responsibility to Defense agencies for development and justification of their military manpower programs and for required coordination with the services.
- Finding: DoD issuances on manpower management and controls are outdated.
 - Recommendation:
 - Update directives in conjunction with implementation of other recommendations.

3.1.2 Actions to Date

Actions taken to date in support of the recommendations enumerated in the preceding paragraph are as follows:

- A draft change to DODI 7045.7, "The Planning, Programming and Budgeting System," (Appendix B) has been provided to OASD(MRA&L) and is being prepared for circulation. This change is based on a previously staffed draft of 9 August 1976, rather than the existing DODI, since OASD(C) has stated an intent to restaff that draft. One purpose of this change is to establish manpower PCDs (in lieu of the MAM) as vehicles for forwarding the latest manpower decisions to the Defense components as well as summarizing manpower decisions at critical points during the year. The two remaining changes establish requirements for components to explain FYDP update changes that decrease or increase manpower authorization by more than 300 within a DPPC and require inclusion of standard implementation instructions in manpower decision documents.
- A draft change to DODI 7045.8, "Procedures for Updating Program Data in the Five Year Defense Program (FYDP)," (Appendix C) has been provided to OASD(MRA&L) and has been forwarded to OASD(C) for consideration.

This change would provide:

- Firm rules for applying the impact of program structure changes to current and prior years, with more relaxed requirements for pre-FY1972 estimation of resource redistributions among elements.
- Rules for expanded use of basis of change codes to facilitate tracking (and audit trailing) the implementation of OSD-directed manpower changes and "below threshold" interservice transfers.
- Procedures for assessing the accuracy of FYDP updates prior to acceptance by furnishing standard reports to OSD managers for review.
- Clarification of overlapping procedures for the programming of military manpower in the FYDP by the military services and the Defense agencies.

- Recommendations for manpower programs/management reports to be produced from MULTICS (Appendix D) have been provided to and discussed with OASD(MRA&L). MULTICS is an interactive computer system supporting OSD which may be programmed to display FYDP and other manpower program data in a variety of ways. It has existing capabilities for grouping and summarizing PE's by DPPC and has significant potential for expansion as an MRA&L manpower program management tool.
- A draft DODI formalizing the requirements for the annual data call for the DoD Manpower Requirements Report (Appendix E) has been provided to OASD(MRA&L) and has been circulated for comment.
- A draft memorandum to the services revising requirements for the quarterly manpower report by DPPC (Appendix G) is being circulated for review within OASD(MRA&L) prior to dispatch to Defense components.
- An approach for more extensive use of the MULTICS system in support of review and analysis of actual strength reports by DPPC (Appendix H) has been provided to and discussed with OASD(MRA&L).
- A draft DODI formalizing the responsibilities for update and documentation of the DPPC structure has been circulated to DASD(C) (Program/Budget) and DASD(PA&E) (Resource Analysis). On the basis of comments received, a final version has been prepared for staffing (Appendix I).
- A draft change to DODD 1100.4, "Guidance for Manpower Programs," the basic OSD directive for prescribing continuing manpower policy, has been circulated for review within OASD(MRA&L) and was rewritten, based on comments received (Appendix J). Final staffing is in progress. This includes broad guidance on the roles of the Defense agencies and military services in the manpower process.

3.1.3 Recommended Continuing Action by OSD

As suggested above, the proposals in this report should be evaluated, modified as necessary, and implemented. The documents cited in the preceding paragraph provide the vehicles for the required evaluation and action decisions. It is recommended that each action be pursued to a logical conclusion by the OSD staff, since each can make a contribution to improved Defense manpower programming, allocation and control. In the case of an impasse, as with the management of the DPPC structure, an alternative solution should be sought which will still support the desired objective of more positive control of manpower program activity.

In view of staff reductions, it is especially recommended that the use of MULTICS to support manpower program management be expanded. MULTICS represents a powerful tool that can support trend analysis and program decisions while freeing the manpower programs staff to concentrate on substantive issues.

3.2 CONCLUSION

The foregoing discussion has emphasized the need within OSD for a centralized focal point for the management of manpower program development. The implementation of recommended changes to existing procedures for manpower programming, allocation and control can improve internal DoD management as well as justification of requirements to the Congress. Considerable progress toward implementation has already been made, although modifications will be required as new conditions arise. Without these changes internal DoD management needs and congressional requirements will not be supported as effectively. The need for better manpower program management and congressional presentations cannot be met without a higher degree of control and system discipline than exists currently. Even though the Manpower Program Procedures study is completed, actions on the procedural

changes initiated as a result should continue to completion in order to satisfy the needs which provided a basis for initiation of the project. Hopefully, better procedures and tools, combined with greater attention to detail in the preparation and execution of manpower programs, will result in a dramatic improvement in Defense capabilities to develop and support a balanced manpower program.

Appendix A

Documentation of the Defense Manpower Programming, Allocation and Control Process

by:

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(Planning and Requirements)
Office of the Assistant Secretary of Defense
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1 INTRODUCTION

1.1 GENERAL

This volume is the initial product of an MRA&L study of Defense Manpower Program Procedures. The overall study objective is to develop recommendations for procedural changes which will permit greater visibility and more positive control within OSD of DoD manpower program activity. In this report, the major elements of the Defense manpower programming, allocation and control process are addressed from an OSD perspective. Specifically, it provides an overview of current OSD and related service/Defense agency practices in documenting and projecting manpower requirements. The manner in which various echelons exercise control and provide or receive feedback is illustrated by means of flow charts and accompanying narratives. Abbreviations are listed in Section 7.

1.2 BACKGROUND

Throughout the Defense PPB cycle, decisions are made within OSD which impact the levels, mix and distribution of manpower. Normally, these decisions are documented as Program Decision Memoranda, Program Change Decisions, or Program Budget Decisions; however, they may take other forms, such as implied or explicit guidance in memoranda from various OSD offices. The various direct and indirect controls and control vehicles for manpower programming and allocation lead to a variety of feedback mechanisms.

Feedback on the implementation of manpower decisions is regularly provided through Five Year Defense Program updates as well as a number of other documents and reports. Reports or budget exhibits often provide additional visibility but there is no single source or method available to OSD for tracking the implementation of all manpower decisions. Thus, it can be difficult to determine if, when, and how manpower changes are implemented or to develop explanations or audit

trails of changes to support justification of requirements to Congress. Of particular concern is the need for consistency in program presentation from one year to the next and the requirement to relate actual to programmed strength.

1.3 USE OF DOCUMENTATION

This documentation is an essential first step toward preparation of recommendations which will strengthen OSD manpower program procedures. The orderly examination and recording of current processes facilitates a more complete understanding of manpower control and feedback requirements. It provides a basis for questioning present practices; for identifying information requirements, disconnects, inconsistencies, visibility problems and related issues; and for developing systems and procedural changes.

1.4 ORGANIZATION OF THIS REPORT

This report is divided into four major parts following the Introduction. The first, Section 2, deals with an overview of the Defense manpower program process with definitions and explanations of terminology, and a description of the overall system. The second, Section 3, is a detailed view of the Defense manpower program process that includes a step-by-step discussion of each principal activity from beginning to end of the manpower program cycle. Section 3 also includes a discussion of off-cycle manpower program change actions. Next, in Section 4, is a description of functional responsibilities for manpower program development within OSD. The last major part, Section 5, consists of separate overviews of the manpower program control and feedback systems of the Army, Navy, Marine Corps and Air Force. Defense agency systems are not charted but are being considered as part of the overall project. Following these major parts is a summary section.

2 OVERVIEW OF DEFENSE MANPOWER PROGRAM PROCESS

2.1 GENERAL

This section defines various terms which will be used throughout the remainder of the Manpower Program Procedures Study, provides a framework for addressing the principal dimensions for manpower control and feedback, and presents an overview of the Defense manpower program process.

2.2 DEFINING MANPOWER TERMS

For the purposes of this volume and subsequent study activities, it is important to insure a common understanding of some of the key terminology which will be used. The definitions set forth below and in the following paragraphs have specialized applications for study purposes, although they may be readily adopted for more general use within DoD.

Manpower Programming - The process of compiling and projecting future manpower requirements, documenting these requirements, integrating them into the overall PPB process, and translating them into a form which provides a basis for personnel procurement, training and assignment actions.

Manpower Allocation - The distribution of programmed manpower, or changes in programmed manpower, to subordinate echelons (OSD to military departments, military departments to major commands/claimants, etc).

Manpower Control - The establishment of restrictions or limitations on various aspects of programmed manpower (see following paragraph).

Manpower Feedback - The confirmation by subordinate echelons of the planned distribution or utilization of programmed manpower and/or the actual distribution or utilization of assigned personnel.

Manpower Control/Feedback Vehicles - Manual or automated documents, reports, or directives which transmit manpower controls downward and manpower feedback upward.

2.3 DIMENSIONS FOR MANPOWER CONTROL AND FEEDBACK

Table 2.1 - Potential Dimensions for Manpower Control or Feedback - identifies the principal dimensions by which manpower is or may be controlled within the Department of Defense. Feedback on programmed and assigned strength from the military departments and agencies can also be categorized by these dimensions. Since a major focus of this project is on control and feedback as it relates to manpower programming, the charts which follow, and the accompanying narrative, identify specific control and feedback dimensions involved with each step and the principal vehicles used to establish controls or receive feedback.

As an aid in explaining the way these dimensions may be applied as controls at various points in the process, the terms below have been given the operational definitions shown:

- Overall Control - Total end year or average strength by service/agency for major manpower types (military active/reserve, civilian, etc).

EXAMPLE: Total Army active military end year strength.

- Selective Control - A continuing or special control over a specific manpower strength subset or application (see below).

EXAMPLE: A ceiling on the number of military personnel supporting morale, welfare and recreation activities.

- Continuing Control - A control which has become institutionalized by statute, directive, or conventional practice and can be expected to be applied in the same manner during each repetition of the PPB cycle.

Table 2.1

POTENTIAL DIMENSIONS FOR MANPOWER CONTROL OR FEEDBACK

<u>Manpower Type</u>	<u>Strength Subset</u>
Military	End of Period (year, quarter, month) Strength
Active Service	Average Strength (Manyyears) (one or more years)
Officer	Grade (Military or Civilian)
Student	Programmed
Enlisted	Actual (On Board)
Student	Graded Civilian (General Schedule)
Trainee	Average Civilian Grade
Cadets/Midshipmen	Wage Grade Civilian (Wage Board)
Reserve Component	Full-time Permanent (Civilian)
Ready Reserve	Part-time Permanent (Civilian)
Selected Reserve Paid Drill (Res/NG)	Temporary (Civilian)
Officer	
Active Duty	<u>Manpower Application</u>
48 Paid Drill	Geographic Location
24 Paid Drill	Occupation
Other Paid	Function
Enlisted	Organization (service, command, claimant, unit)
Active Duty/Training	Appropriation Category (RDT&E, O&M, etc)
48 Paid Drill	Program
24 Paid Drill	Subprogram
Other Paid	Program Element
Individual Ready Reserve	Defense Planning and Programming Category
Standby Reserve	Other, e.g.,
Retired/Fleet Reserve	Congressional Interest Items
Civilian	Wartime Manpower Requirements
US Direct Hire	
Reserve/National Guard Tech	
Foreign National Direct Hire	
Foreign National Indirect Hire	

EXAMPLE: Congressional active military end fiscal year strength authorization required by Section 138(c)(3), Title 10, USC.

- Special Control - A control related to a special issue or emphasis area applied on an ad-hoc basis during a given PPB cycle. The same special control may, but will not necessarily, be applied during two consecutive PPB cycles.

EXAMPLE: Specific end fiscal year officer/enlisted ratios for each military service.

- Manpower Type - A principal taxonomy for defining manpower by primary characteristic (coincides with FYDP resource identification codes for manpower).

EXAMPLE: See Table 2.1.

- Strength Subset - An adjectival subcategory for further defining manpower types individually or in groupings.

EXAMPLE: Total active military officers by grade.

- Manpower Application - A basis for showing utilization or distribution of manpower types and strength subsets.

EXAMPLE: Total active military officers assigned to West Germany.

- Direct Control - A control on programmed or actual manpower expressed as, or which can be directly converted to, an absolute numerical floor or ceiling.

EXAMPLE: Active military end fiscal year strength levels for current, budget and program years specified in the annual omnibus ("wrap-up") PBD on military strength.

- Indirect Control - A control or constraint on total obligational authority (TOA) or outlays which potentially impacts manpower but which cannot be converted directly to a manyear or end fiscal year strength total.

EXAMPLE: Overall TOA ceilings included in the Fiscal Guidance chapter of the Planning and Programming Guidance Memorandum.

2.4 MANPOWER PROCESS CONTROLS

Manpower process controls can be very explicit or can be implied. They are found in many places and vary in degree of clarity and coverage. Due to this multiplicity of control and control vehicles, some controls appear to remain in effect when they are no longer required or monitored. An example of an unmonitored control is that over changes larger than "below-threshold manpower changes" in FYDP updates. A below-threshold change (BTC) is defined in DODI 7045.7 as less than 300 military or civilian spaces within a program element for the budget and program years. Changes exceeding that amount must be explained in an accompanying memorandum. A draft revision of DODI 7045.7, which was circulated for review in September 1976, would eliminate this control.

2.5 MANPOWER PROCESS FEEDBACK

Manpower feedback is provided by means of regularized reports or other feedback vehicles. During the early phases of the manpower program process, feedback is provided by FYDP updates and documents such as the POM, Budget Estimates, and inputs to the Training and Manpower Reports. In the later stages of the process, feedback on actual strength is provided by a number of reports as shown in Table 2.2 - DoD Reports Containing Manpower Feedback Information.

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Table 2.2
DOD REPORTS CONTAINING MANPOWER
FEEDBACK INFORMATION

<u>Reports Control Symbol</u>	<u>Requestor</u>	<u>Subject</u>	<u>Frequency (M, Q, SA, A)</u>
DD-M-220	MPP	Monthly Report of Military Strength	M
DD-M-411	CPP	Top Level Professional, Scientific & Executive Positions	Q & A
DD-M-603	RA	Reserve Components by Reserve Category Paid Drill Status; Training Programs and Gains and Losses	M
DD-M-1034 ¹	RA	Material for Annual Reports on Reserve Forces	A
DD-M-1147, -1148, -1149	RA	Reserve Component Common Personnel Data System	M
DD-M-1190 ²	P&R	Improved Manpower Management	SA
DD-M-1356 ²	P&R	Quarterly Report of Active Manpower Strengths by DPPC	Q
DD-M-1391	MPP	Monthly Report of Personnel Statistics	M
DD-Comp-710	MS	Recurring Reports of Civilian Employment and Payrolls	M
DD-Comp(Q)879	MS	Personnel Distribution by Country or Other Specified Area	Q
DD-Comp(A)659	MS	Personnel Distribution in the United States by Operating Location	A

¹Sec 264(c) Title 10, US Code

²Congressional request

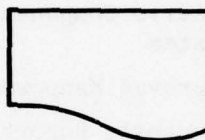
MPP - Deputy Asst SecDef Mil personnel policy
 CPP - Deputy Asst SecDef Civ personnel policy
 RA - Deputy Asst SecDef Reserve Affairs
 P&R - Deputy Asst SecDef Planning and Requirements
 MS - Deputy Asst SecDef Management Systems

2.6 SYSTEM DESCRIPTION

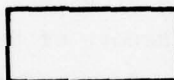
Figure 2.1 is an overview of the Defense manpower program process. In this chart, manpower controls are denoted by downward arrows and manpower feedback by upward arrows. The Tentative Planning and Programming Guidance Memorandum (TPPGM) and Defense Guidance (DG) are not shown on the chart since they are effectively part of the transition from planning to programming. Also, to reduce detail, only one Manpower Authorizations Memorandum (MAM) is shown although two were issued during FY77 and quarterly issuance has been contemplated. The chart is time sequential but not to scale.

The symbology used in Figure 2.1 is as follows:

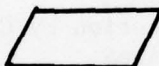
Documents for Control
and Feedback



Other Event



FYDP Update



Both the MAM and the FYDP are institutionalized. The MAM consolidates and displays various manpower controls in a comprehensive manner. It includes overall budget and current year controls for active and reserve military and civilian by type, as well as selective controls or information on strength subsets and applications. The FYDP provides feedback in terms of exact manpower end year strength by type and program element (PE) for each component. It encompasses historical years back to FY 1962, current year, budget year and five program years. Transmission to OSD is on a net change or transaction basis; individual transactions may be identified by action document code and document serial number.

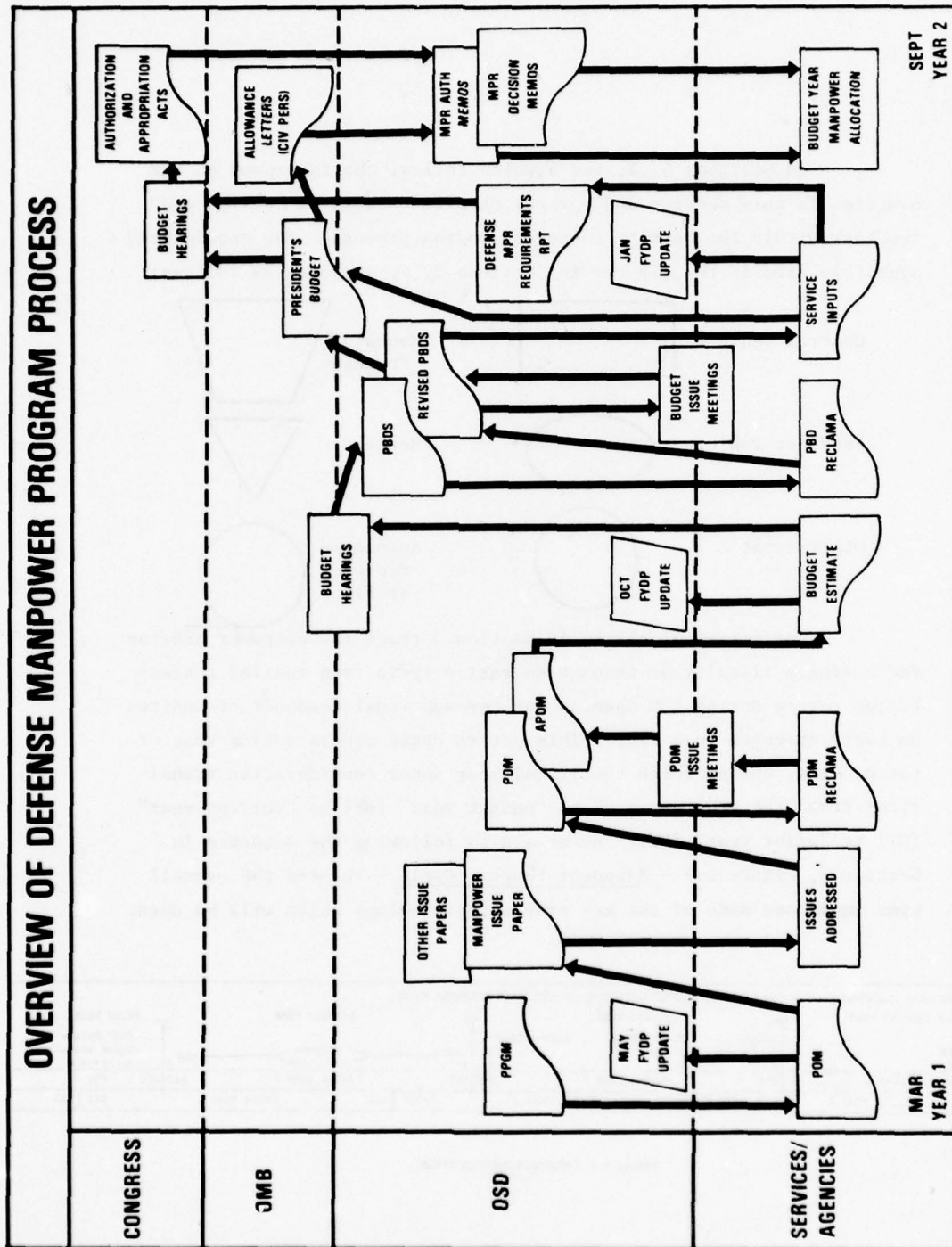
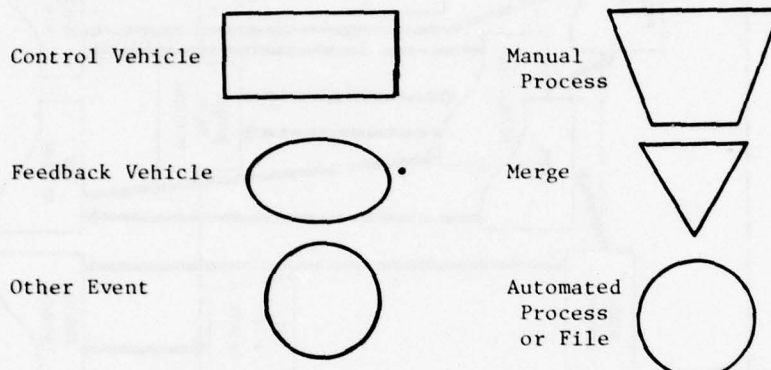


Figure 2.1

In Sections 3, 4, and 5 which follow, charts expand on the overview in this section and portray details concerning control and feedback within the Defense manpower program process. The specialized symbology used in the figures in Sections 3, 4, and 5 is as follows:



The series of charts in Section 3 trace the manpower program for a single fiscal year through an entire cycle from initial concentrated review during POM development through final feedback of audited on-board strength in a FYDP. This entire cycle covers a time span of three years, during which the fiscal year under consideration transitions from "1st program year" to "budget year" (BY) to "current year" (CY) to "prior year" (PY). As an aid to following the sequence in Section 3, Figure 2.2 - Manpower Program Cycle - relates the overall time span and some of the key program terminology which will be used.

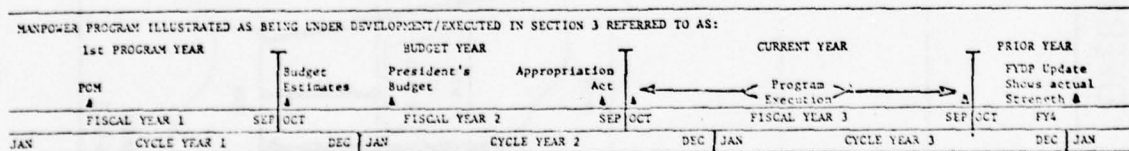


Figure 2.2 - MANPOWER PROGRAM CYCLE

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DEFENSE MANPOWER PROGRAM PROCESS DETAIL - CHART 1

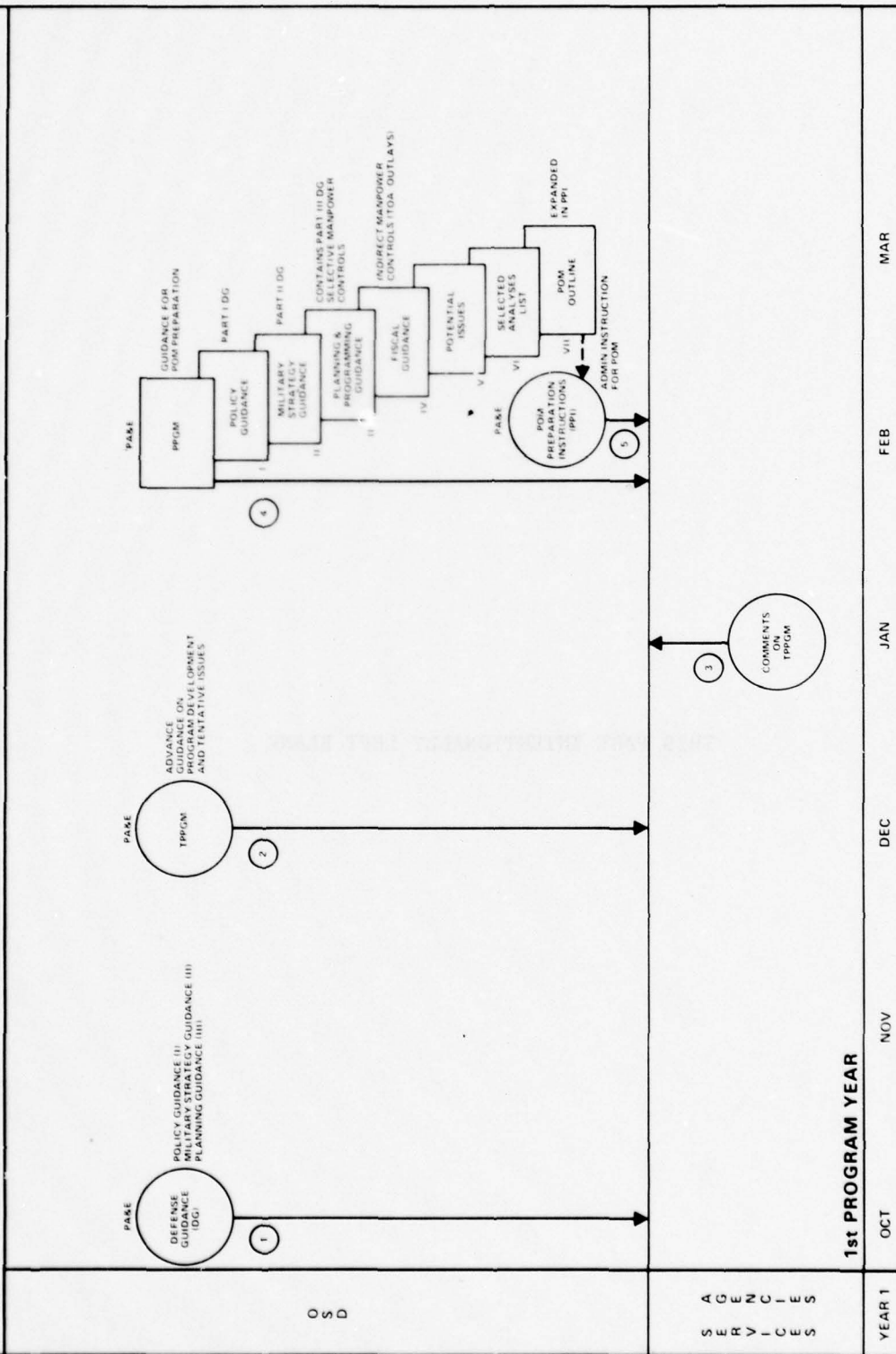


Figure 3.1

3 DEFENSE MANPOWER PROGRAM PROCESS DETAIL

3.1 DEFENSE GUIDANCE (DG) (1)

OSD issues the Defense Guidance (DG) document as the first milestone in the Defense planning process. The DG establishes plans for implementing Presidential policy decisions, and the Secretary of Defense's guidance for subsequent planning and programming. These general objectives and policies outline and provide guidance for developing military forces and support needed to carry out the National strategy. Planning and programming must be consistent with the missions and framework given for sizing and structuring forces.

3.2 TENTATIVE PLANNING AND PROGRAMMING GUIDANCE MEMORANDUM (TPPGM) (2)

The TPPGM defines tentative fiscal guidance for each of the five program years and provides fiscal constraints affecting force levels, manpower, and supporting missions. The TPPGM is an advance document; rather than transmitting final guidance, it identifies potential issues likely to arise during program review.

3.3 COMMENTS ON TPPGM (3)

The TPPGM affords an early opportunity to assess and comment on quantitative impacts of changes in past policy and proposed policy as well as assumptions on which subsequent resource allocations are to be based.

3.4 PLANNING AND PROGRAMMING GUIDANCE MEMORANDUM (PPGM) (4)

The Planning and Programming Guidance Memorandum (PPGM) formally initiates the programming phase of PPB. Its content develops from a consideration of component comments on the TPPGM as well as other developments which influence policy and resource allocation. The PPGM describes fundamental programming objectives of the Defense Department which are to be reflected in subsequent POM submissions. It also identifies criteria by which POMs will be evaluated by OSD and indicates issues to be considered in the review cycle. It gives specific fiscal constraints for the POM. Normally, it consists of the seven sections shown on Chart 1 (Figure 3.1). The Planning and Programming Guidance may specify selective manpower controls and the Fiscal Guidance establishes indirect manpower controls in the form of TOA controls for five program years and outlay limits on the first program year (which will become the next budget year).

3.5 POM PREPARATION INSTRUCTIONS (PPI) (5)

The PPI is the administrative instruction for POM preparation. It expands on the POM outline provided in the PPGM.

DEFENSE MANPOWER PROGRAM PROCESS DETAIL - CHART 2

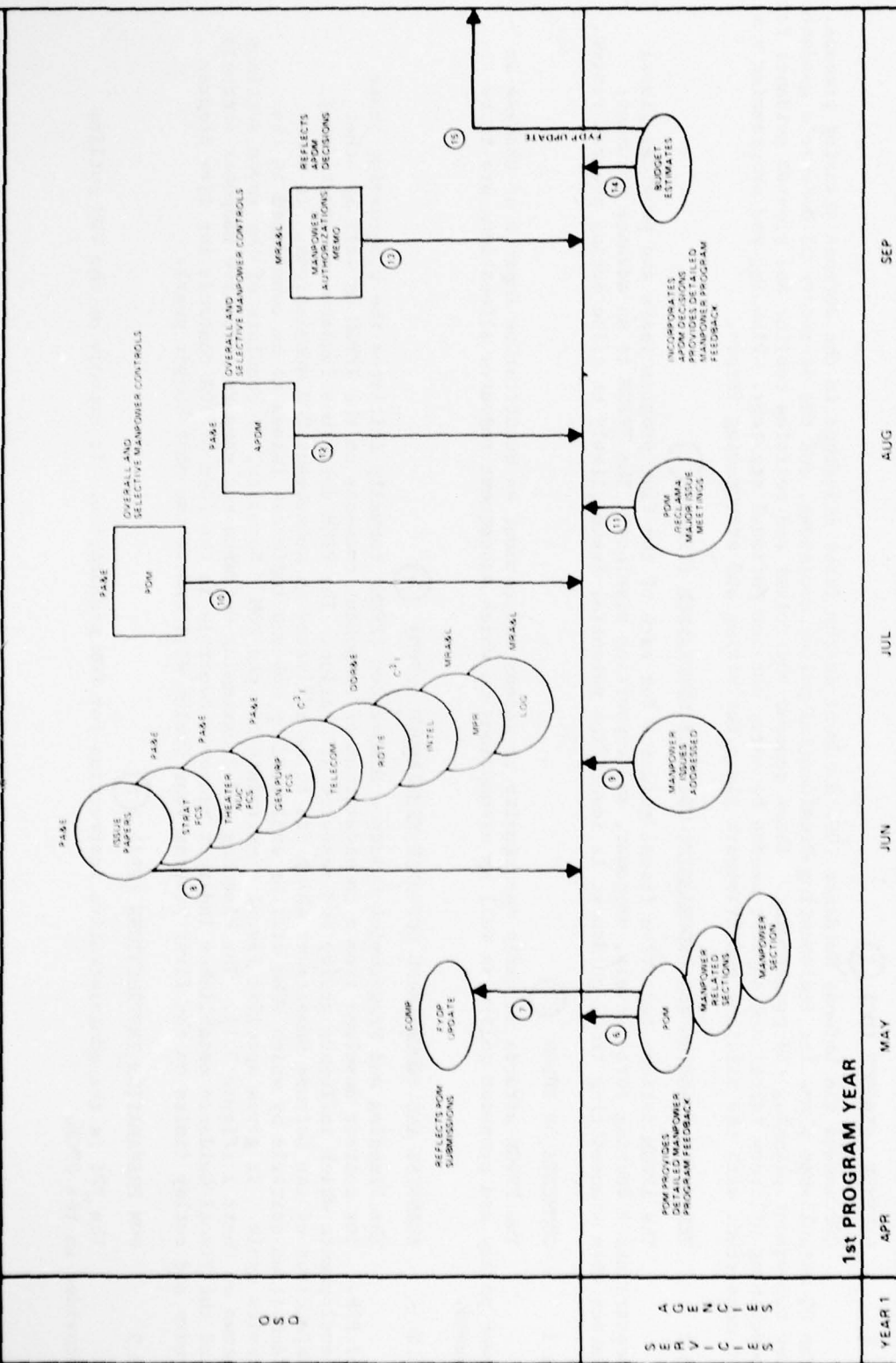


Figure 3.2

- 3.6 PROGRAM OBJECTIVE MEMORANDUM (POM) (6)
Each service and agency submits a POM in response to and in conformance with the PPCM. The POM is a fiscally constrained proposal for resource allocation over the five program years. It is the end result of systematic analyses and assessments of internal priorities. The manpower section recommends the strengths for various types of manpower. The Marine Corps POM is incorporated in the Navy POM.
- 3.7 FIVE YEAR DEFENSE PROGRAM (FYDP) UPDATE (7)
This May FYDP update reflects the service and agency POM submissions. Changes in dollars and manpower for the prior year (first historical year), current year and budget year are normally allowed only for below-threshold changes that net to zero within FYDP programs. The historical years (back to FY1962) are also updated at this time to take into account program element structural change approval over the past year. Manpower feedback through the FYDP is at the level of detail discussed in Section 2.
- 3.8 ISSUE PAPERS (8)
Issue papers are developed after POM analysis. These issue papers address alternatives to the POM for the broad programming areas outlined in the PPCM. All issue papers may influence manpower programs.
- 3.9 MANPOWER ISSUES ADDRESSED (9)
Service input is received and presented to SFCDEF along with the other issue papers explaining the impact of various issue alternatives and, normally, a recommended course of action.
- 3.10 PROGRAM DECISION MEMORANDUM (PDM) (10)
The PDM announces a decision for each issue and establishes direct overall and selective manpower controls.
- 3.11 PDM RECLAMA AND MAJOR ISSUES MEETING (11)
Each service has the opportunity to discuss initial decisions with the Secretary of Defense.
- 3.12 AMENDED PROGRAM DECISION MEMORANDUM (APDM) (12)
The APDM confirms or revises initial PDM decisions and is the control vehicle for the preparation of the budget estimates, the October FYDP update and the Manpower Authorizations Memorandum. The APDM documents the approved manpower program in terms of both overall and selective controls.
- 3.13 MANPOWER AUTHORIZATIONS MEMORANDUM (MAM) (13)
The MAM explicitly states overall manpower controls established by the APDM for what will become, in October, the new budget year. This MAM also confirms overall manpower controls established in the Congressional Appropriation Authorization Act (see (42)) for the new current year. The controls for the current year and budget year are a ceiling for active military end fiscal year strength, a floor for reserve component military average strength, and a ceiling for civilian end fiscal year strength, by service and aggregated defense agencies. The MAM also provides a regional Manpower Plan. There are no regional ceilings although a +2% military strength management objective exists for the NATO guidelines area.
- 3.14 BUDGET ESTIMATES (14)
Manpower detail is provided by type for FYDP program, subprogram and, in many cases, program element. In addition to overall feedback, special exhibits or schedules provide feedback with respect to various selective controls.

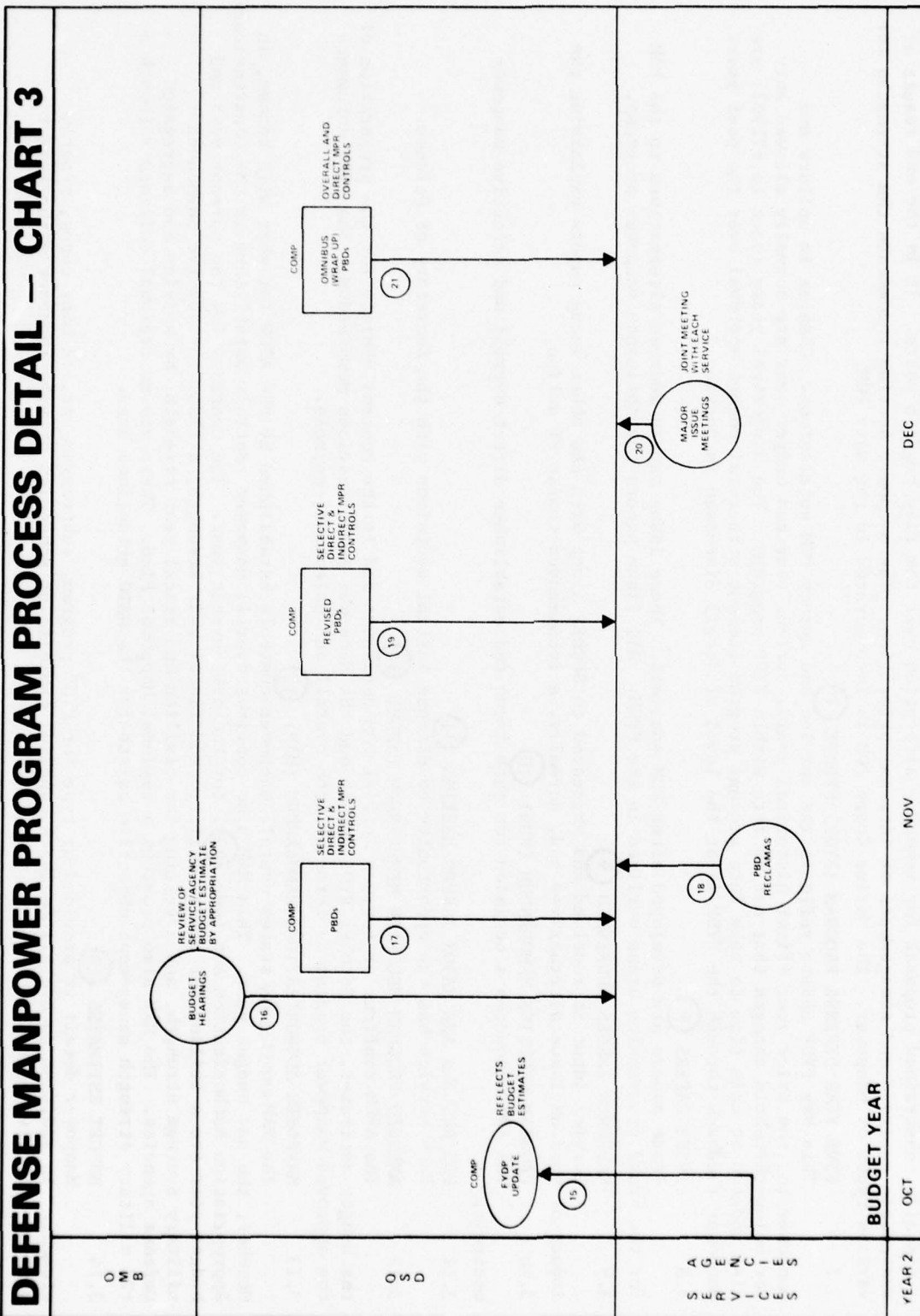


Figure 3.3

- 3.15 FYDP UPDATE (15)
This October FYDP update reflects manpower detail for the prior year, current year and budget year by PE. It provides feedback relative to APDM controls for the new budget year (as well as Congressional control to the extent established for what has just become the current year - see (52)).
- 3.16 BUDGET HEARINGS (16)
The Budget hearings between OMB/OSD examiners and service/Defense agency representatives are a means for eliciting additional information on proposed manpower programs. Generally, reviews address manpower by program element or program element aggregations.
- 3.17 PROGRAM BUDGET DECISIONS (17)
PBDs are issued based on review and analysis of component budget estimates. PBDs address current, budget, and program year manpower and costs for major Defense programs, subprograms and special interest areas. Thus, each decision establishes selective direct and indirect manpower controls over end year and average strength.
- 3.18 PBD RECLAMAS (18)
PBD reclamas may be submitted to the Secretary of Defense if the impact is considered to be serious. They must be based on new facts or justifications not previously submitted.
- 3.19 REVISED PBDs (19)
Based on a staff review of reclamas, revised PBDs may be issued which modify manpower controls previously established.
- 3.20 MAJOR ISSUE MEETINGS (20)
A joint meeting is held with each service when major budget issues are identified by the DoD components. Decisions of the Secretary of Defense are published in revisions to previously issued PBDs.
- 3.21 OMNIBUS (WRAF-UP) PBDs (21)
The omnibus PBDs establish the final controls on manpower for the President's budget and accompanying FYDP update. They reflect overall controls on military and civilian manpower by major type for each service/Defense agency for the current, budget, and program years.

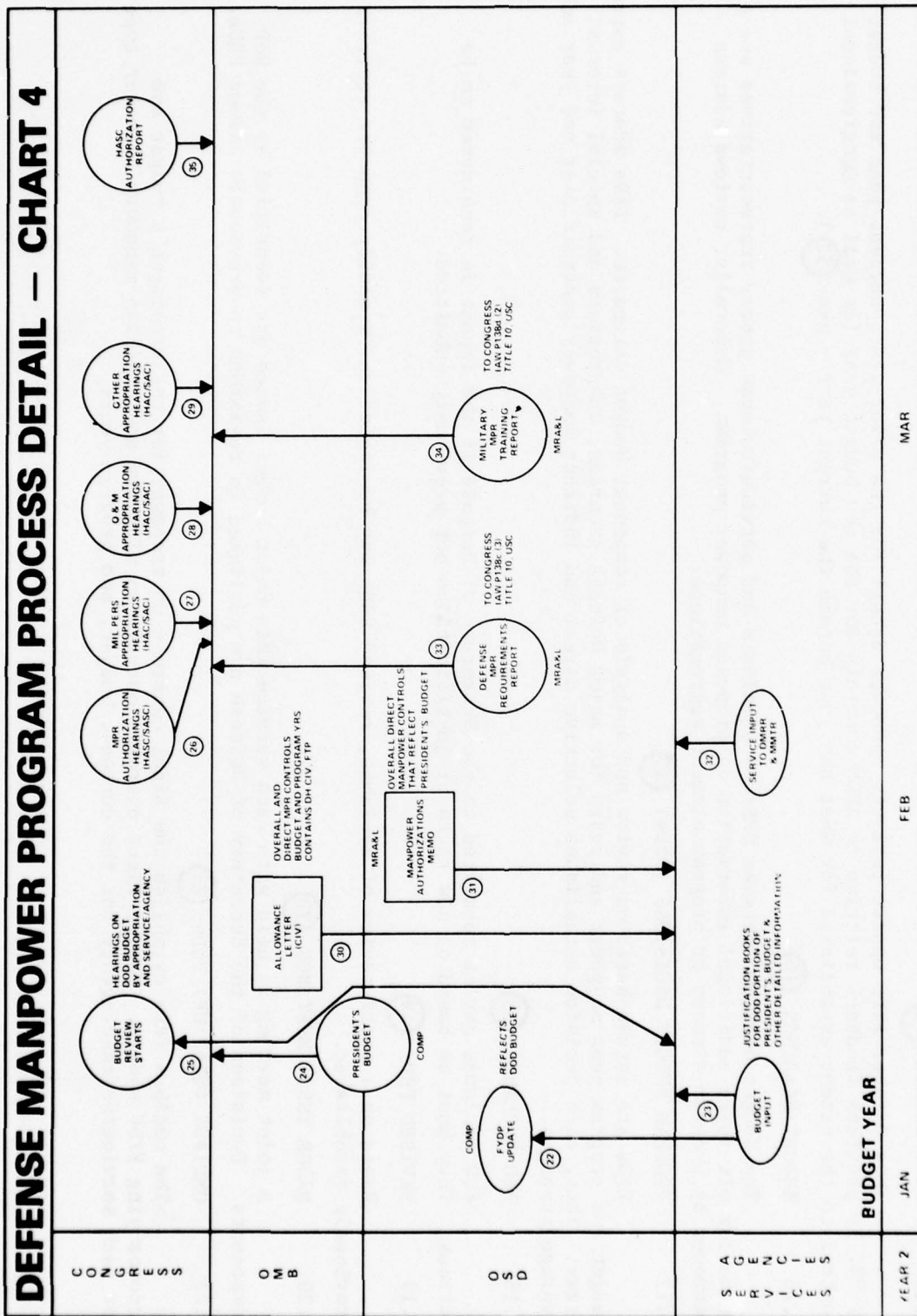


Figure 3.4

- 3.22 FYDP UPDATE (22)
This January update generates the only approved Five Year Defense Program to be published during the year. It is a summary of the Secretary of Defense approved programs for the DoD. Manpower feedback is at the same level of detail as for the two FYDP updates addressed previously.
- 3.23 BUDGET INPUT (23)
The DoD components provide for Congress justification books and other information to support the DoD portion of the President's budget. These include extensive manpower program feedback, both overall and on selective areas.
- 3.24 PRESIDENT'S BUDGET (24)
The OMB publishes and transmits to Congress the approved DoD budget as part of the President's budget. This budget reflects the component budget estimates as amended by the OSD/OMB reviews and SECDEF and Presidential decisions. Overall manpower program information is included.
- 3.25 BUDGET REVIEW (25)
The Congressional phase of the manpower program process begins in late January following submission of the President's budget. It continues with presentation and justification of requirements before Congressional committees and ends with the passage of the DoD Authorization and Appropriation Acts. The Secretary of Defense is usually the first witness to appear and makes a statement concerning the Defense budget. In subsequent hearings Defense and service representatives present statements and testimony before the Congressional committees. This is in addition to fact sheets and other material presented to the committees, staffs and the Congressional Budget Office (CBO). Actions on concurrent resolutions on overall spending and revenue levels by the Budget Committees of both House and Senate are not shown on these charts; however, the spending targets/ceilings established through the 1st (May 15), 2nd (Sep 15) and revised concurrent resolutions can also have an indirect impact on manpower programs.
- 3.26 MANPOWER AUTHORIZATION HEARINGS (26)
Manpower Subcommittees of the House Armed Services Committee (HASC) and the Senate Armed Services Committee (SASC) hold hearings on Defense manpower.
- 3.27 MILITARY PERSONNEL APPROPRIATION HEARINGS (27)
Defense Subcommittees of the House Appropriations Committee (HAC) and Senate Appropriations Committee (SAC) hold hearings on Military Personnel (Mil Pers) appropriations and related military manpower.
- 3.28 OPERATIONS AND MAINTENANCE APPROPRIATION HEARINGS (28)
Defense Subcommittees of the HAC and SAC hold hearings on the operations and maintenance (O&M) appropriation and related civilian manpower.
- 3.29 OTHER APPROPRIATION HEARINGS (29)
Defense Subcommittees of the HAC and SAC hold hearings on other Defense Appropriations that may impact on manpower (e.g., RDT&E).

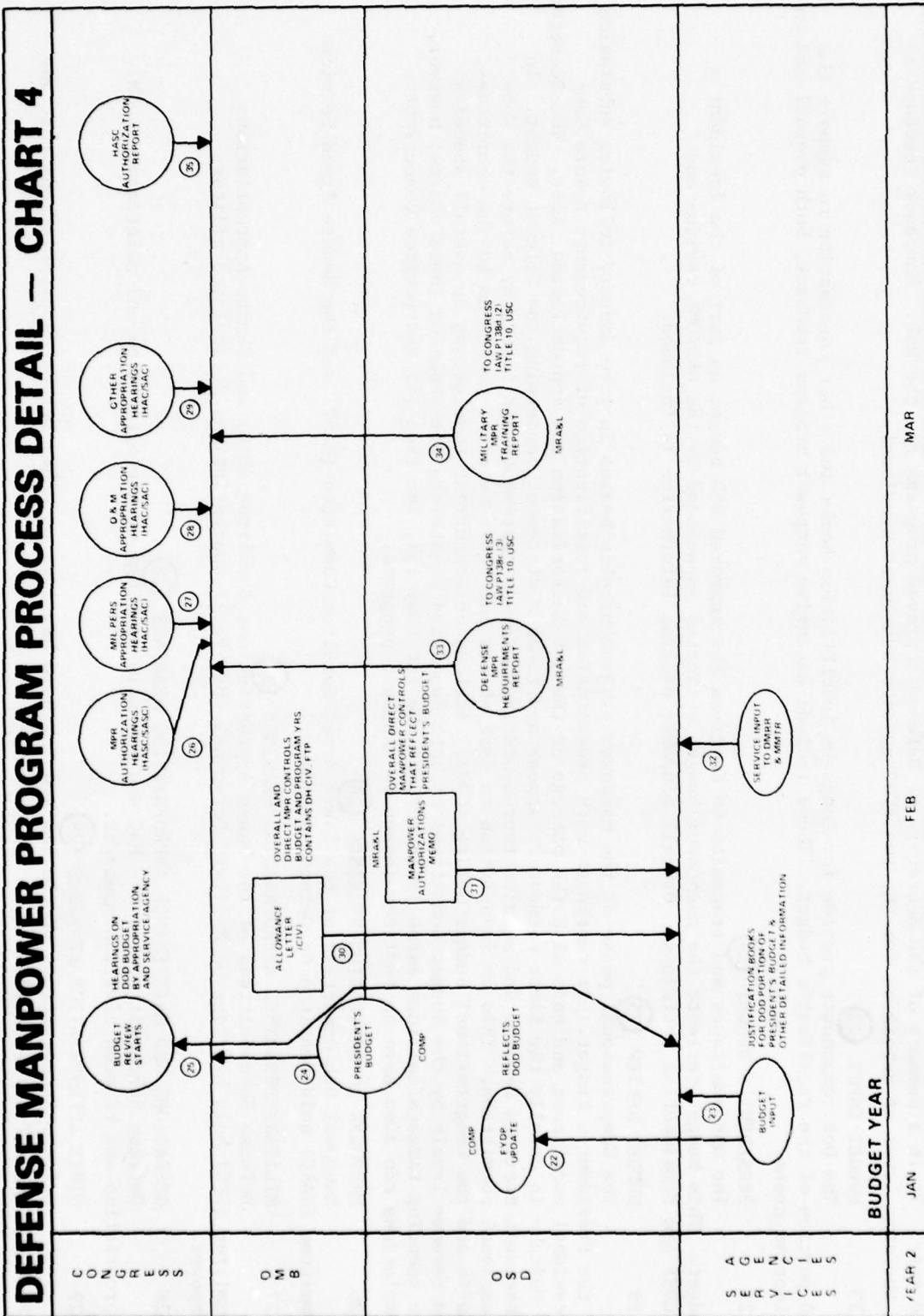


Figure 3.4

- 3.30 ALLOWANCE LETTER (30)
The OMB allowance letter reflects an overall control on civilian manpower for DoD. The letter provides end year ceilings for the current and budget years on direct hire and full-time permanent civilian employment for the Department of Defense as a whole.
- 3.31 MANPOWER AUTHORIZATIONS MEMORANDUM (MAM) (31)
The MAM issued in late January explicitly states overall manpower controls established in the OMNIBUS PBDs as modified in the President's budget and the OMB allowance letter. The current year and budget year controls are a ceiling for active military fiscal year end strength by service, a floor for reserve component military average strength for each year by component and a ceiling for civilian end fiscal year strength by service and aggregated Defense agencies for total civilians, direct hire and full-time permanent. A regional manpower plan is provided as a management objective for active military strength. There are no regional ceilings, although a $\pm 2\%$ strength management objective exists for the NATO guidelines area.
- 3.32 SERVICE INPUT TO DMRR AND MMTR (32)
The services provide detailed information to MRA&L for incorporation in the Defense Manpower Requirements Report and the Military Manpower Training Report. Normally, inputs are forwarded incrementally, beginning in about November; the entry on Chart 4 (Figure 3.4) represents the final input.
- 3.33 DEFENSE MANPOWER REQUIREMENTS REPORT (DMRR) (33)
The DMRR is required by Section 138(c)(3), Title 10, USC. It must be submitted to Congress not later than 15 Feb each year and recommends the annual active duty and civilian end year strength level for each component of the armed forces for budget year and next fiscal year. It also provides a report on reserve component manpower as requested by SASC Report 93-385 and reflects both end year strength and average strength. Reserve component authorizations are stated in terms of an average strength floor as contrasted to an end year strength ceiling for active duty and civilians. The civilian authorization requests includes indirect as well as direct hire requirements. The report contains information and justification for the total military and civilian manpower for DoD and each service. Defense Planning and Programming Categories (DPPC) are the array used for DMRR presentation.
- 3.34 MILITARY MANPOWER TRAINING REPORT (MMTR) (34)
The MMTR is required by Section 138(d)(2), Title 10 USC. It must be submitted to Congress not later than 1 March each year, and recommends the average student load for each category of training for each component of the armed forces for the next three fiscal years. It includes justification and explanation for the military student training loads for DoD and for each component, active and reserve.
- 3.35 HASC AUTHORIZATION REPORT (35)
The HASC authorization report documents the HASC position on budget year manpower authorizations requested in the DMRR and MMTR. Note that (35) through (42) (see next page) is a sequence that leads to the Appropriation Authorization Act.

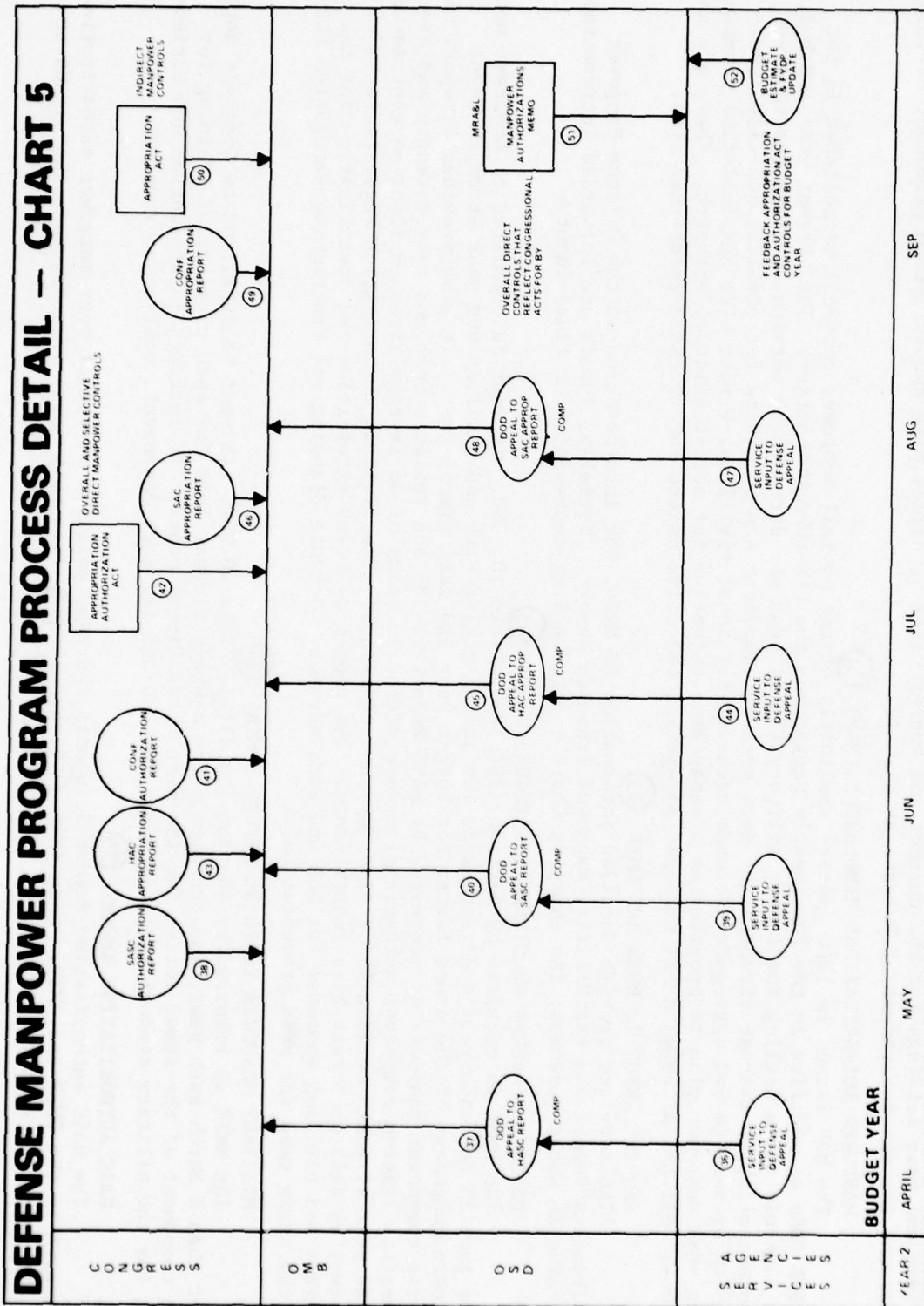


Figure 3.5

- 3.36 SERVICE INPUT TO DEFENSE APPEAL (36)
The impact of the HASC authorization report is addressed with additional rationale and facts not previously submitted.
- 3.37 DoD APPEAL TO HASC REPORT (37)
The service input is incorporated in the DoD appeal to the SASC regarding the HASC authorization report.
- 3.38 SASC AUTHORIZATION REPORT (38)
The SASC authorization report documents the SASC position on budget year manpower authorizations.
- 3.39 SERVICE INPUT TO DEFENSE APPEAL (39)
The impact of the SASC authorization report is addressed with additional rationale and facts not previously submitted.
- 3.40 DoD APPEAL TO SASC REPORT (40)
The service input is incorporated in the DoD appeal to the joint House/Senate Conference Committee on Defense authorizations.
- 3.41 CONFERENCE AUTHORIZATION REPORT (41)
The House and Senate conference report on authorizations reflects HASC and SASC agreement on budget year manpower programs.
- 3.42 APPROPRIATION AUTHORIZATION ACT (42)
The Appropriation Authorization Act, passed by both houses and signed by the President provides overall budget year controls for total military end year strength by service (ceiling), total average yearly strength for each reserve component (floor), and total DoD end year strength for civilian personnel (ceiling). The SECDEF must normally report back to the Congress within 60 days as to how the civilian numbers are apportioned among the services and Defense agencies. Budget year military training student load authorizations by component are also included in the Act.
- 3.43 HAC APPROPRIATION REPORT (43)
The HAC appropriation report provides the HAC position on Defense appropriations. Manpower is addressed in various ways from year to year, often in terms of overall average strength and selective actions as well as indirectly in terms of budget authority by appropriations. Note that (43) through (50) is a sequence that leads to the Defense Appropriations Act.
- 3.44 SERVICE INPUT TO DEFENSE APPEAL (44)
The impact of the HAC appropriation report is addressed with additional rationale and facts not previously submitted.
- 3.45 DoD APPEAL TO HAC APPROPRIATION REPORT (45)
The service input is incorporated in the DoD appeal to the SAC on the HAC appropriation report.

DEFENSE MANPOWER PROGRAM PROCESS DETAIL - CHART 5

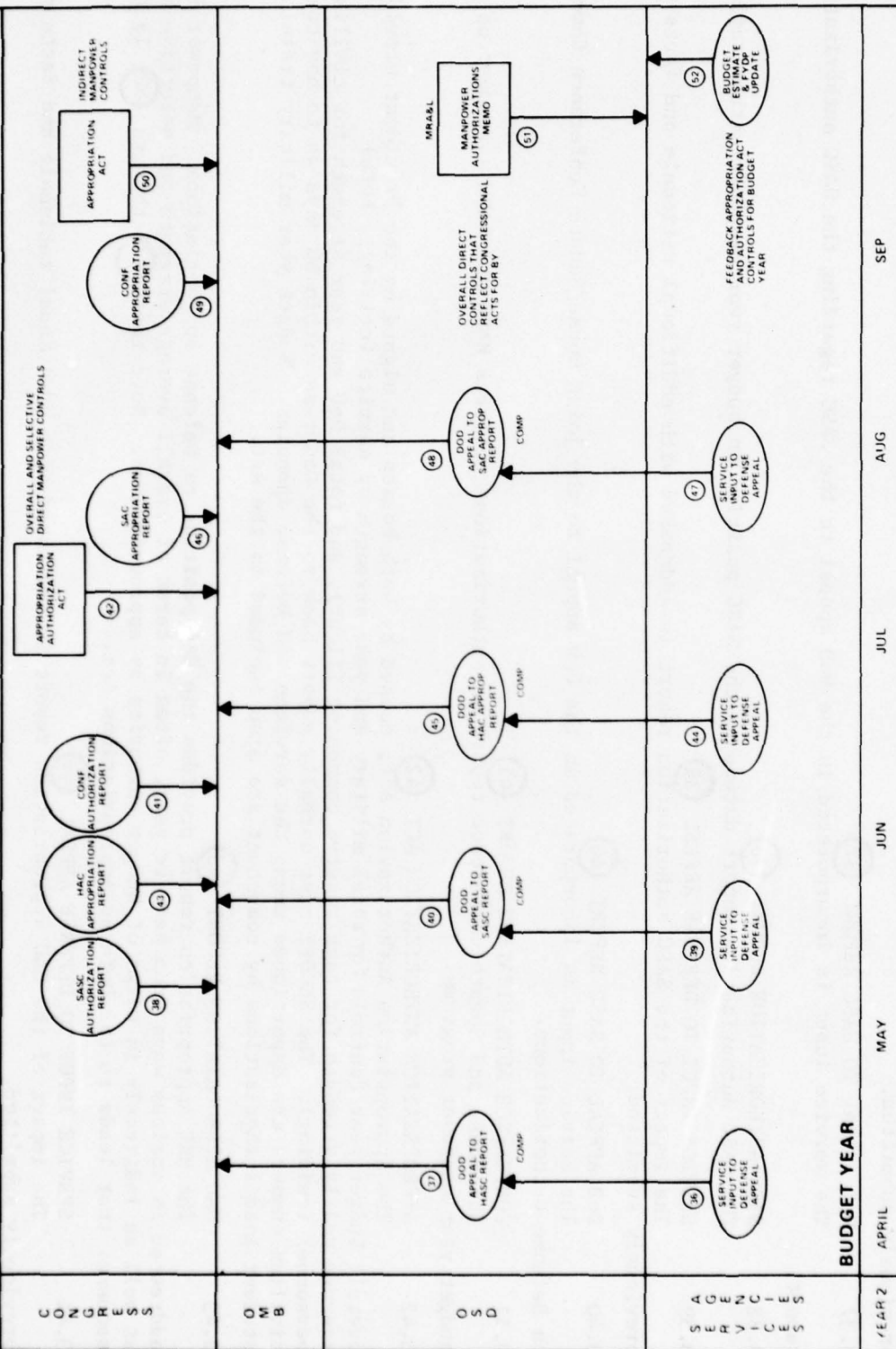


Figure 3.5

- 3.46 SAC APPROPRIATION REPORT (46)
The SAC appropriation report provides the SAC position on Defense appropriations. Manpower is addressed in a manner similar to the HAC report.
- 3.47 SERVICE INPUT TO DEFENSE APPEAL (47)
The impact of the SAC appropriation report is addressed with additional rationale and facts not previously submitted.
- 3.48 DoD APPEAL TO SAC APPROPRIATION REPORT (48)
The service input is incorporated in the DoD appeal to the joint House/Senate Conference Committee on Appropriations.
- 3.49 CONFERENCE APPROPRIATION REPORT (49)
The House and Senate conference appropriation report reflects the HAC and SAC agreed upon final report after considering DoD appeals.
- 3.50 APPROPRIATION ACT (50)
The Defense Appropriation Act, passed by both houses and signed by the President provides budget year dollar appropriations for each DoD component. It provides an indirect manpower control through fiscal constraints. It may also establish selective direct controls and overall manpower controls.
- 3.51 MANPOWER APPROPRIATIONS MEMORANDUM (MAM) (51)
This MAM is the same as that in (13). It provides controls, as expressed in the Congressional Acts, for the budget (new current) year. The controls are for active and reserve component military and for civilians. It also documents the distribution of Congressional civilian reductions by component consistent with the 60-day feedback required by the Appropriation Authorization Act (42).
- 3.52 BUDGET ESTIMATE AND FYDP UPDATE (52)
The same as (14) and (15). The current year column of the budget estimate includes the Congressional controls established in the Appropriation Authorization and Appropriation Acts addressed previously.

DEFENSE MANPOWER PROGRAM PROCESS DETAIL - CHART 6

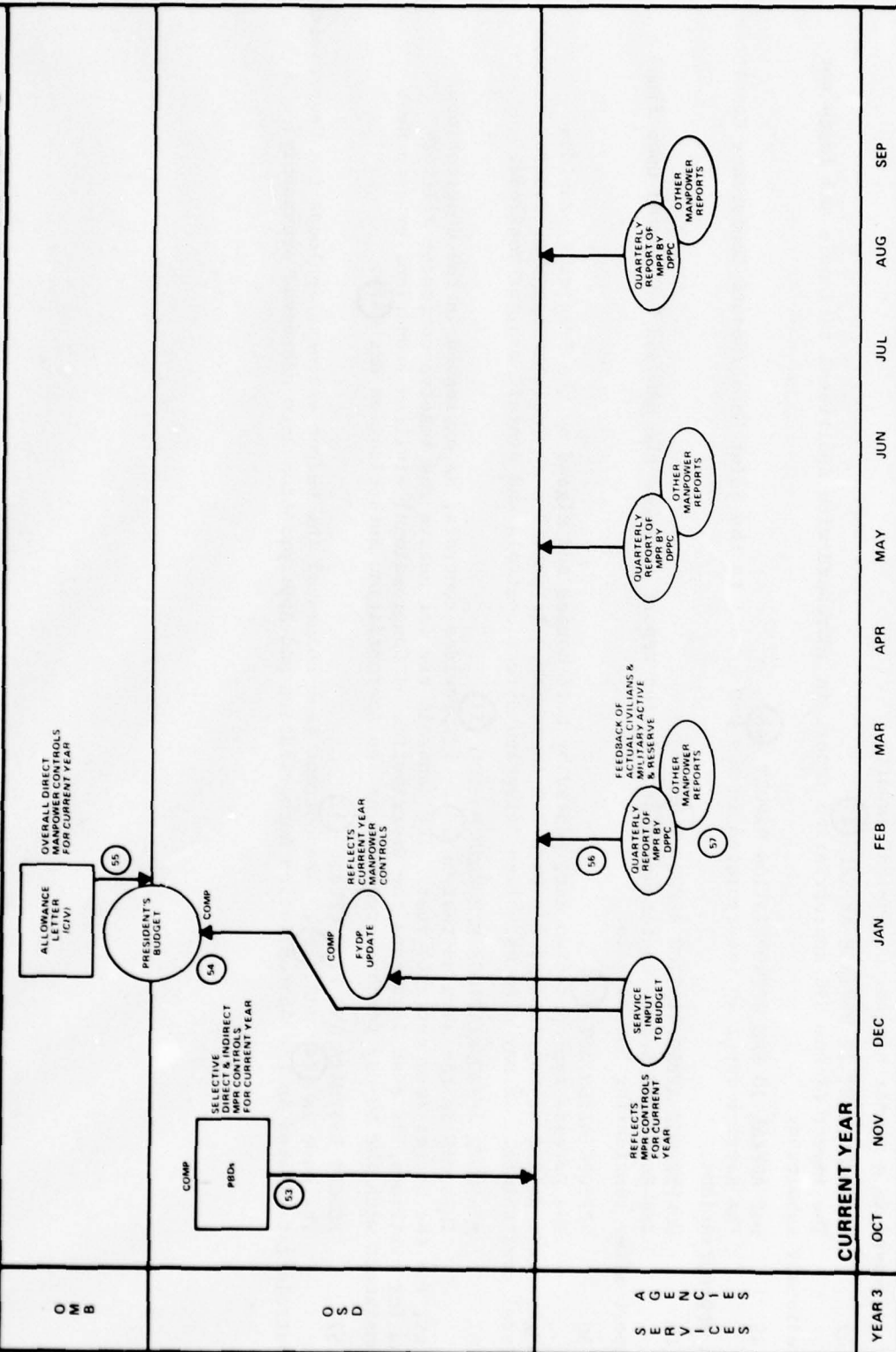


Figure 3.6

3.53 PROGRAM BUDGET DECISIONS (PBDs) (53)

PBDs, revised PBDs, and OMNIBUS PBDs reflect revised manpower controls for the current year. This is the same as (17), (19) and (21).

3.54 PRESIDENT'S BUDGET (54)

The service input, FYDP update and President's budget provide feedback on current year manpower controls. Same as (22), (23), and (24). The DMRR and MMTR, not shown, also confirm current year manpower controls.

3.55 ALLOWANCE LETTER (55)

The OMB allowance letter for the new budget year also reflects revised direct hire overall civilian end year strength controls for the current year - see (30).

3.56 QUARTERLY REPORT OF MANPOWER BY DPPC (56)

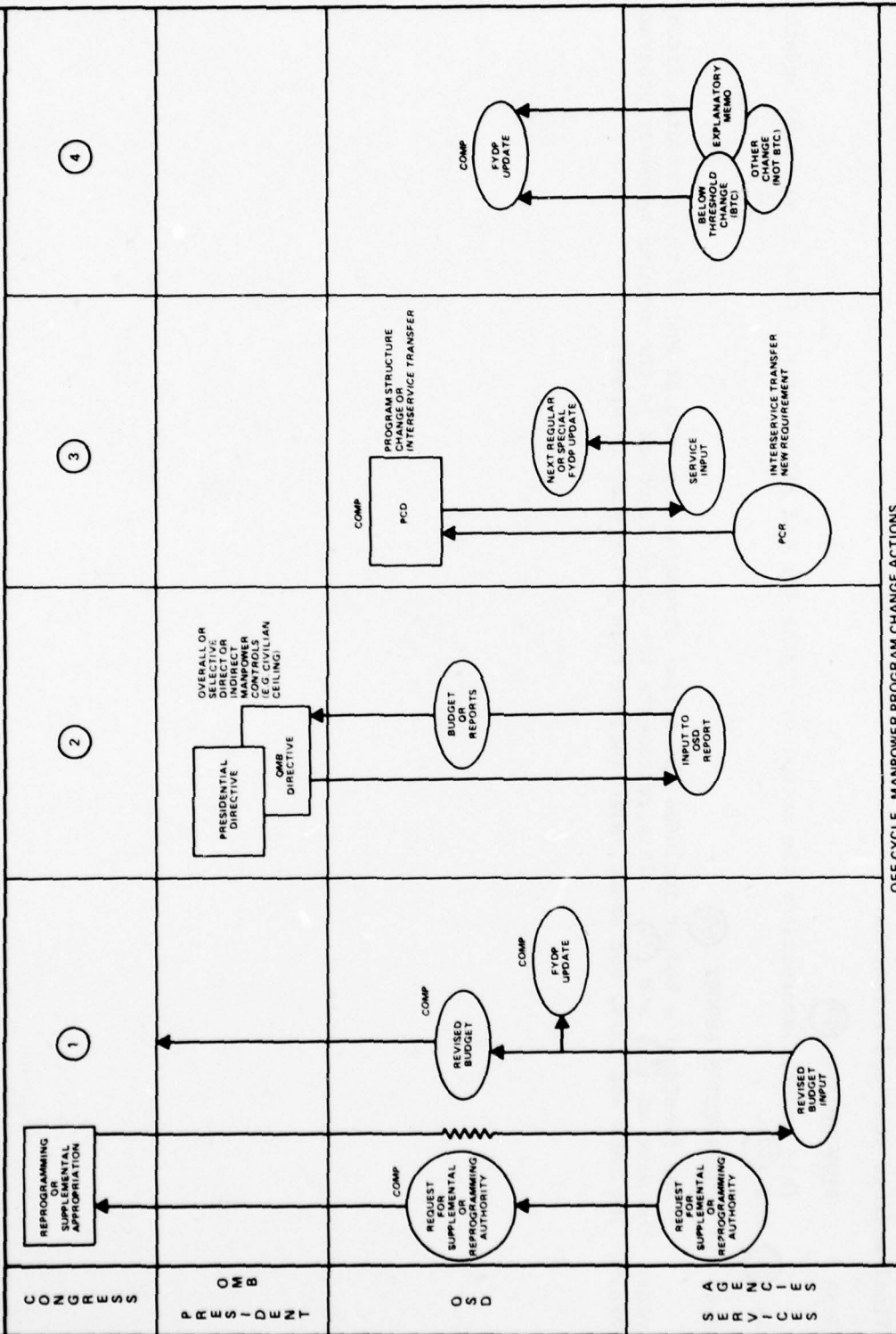
Each service and Defense agency reports actual strength by DPPC within 45 days of the end of each fiscal quarter. The first quarter of the current year ends 31 Dec so that the first report of actuals arrives by 15 Feb. The DPPC report allows OSD to ascertain the actual utilization of military and civilian manpower by the components, relative to end year program.

3.57 OTHER MANPOWER REPORTS (57)

Other reports (monthly, quarterly, semiannual and annual), provide additional manpower information concerning all manpower types for the current year. A number of these are listed in Table 2.2.

- 3.58 AUDITED ON-BOARD STRENGTH FOR END FY 58
The fiscal year ends on 30 September. The reports that begin arriving in November reflect the final audited year end strengths.
- 3.59 FYDP UPDATE 59
This update incorporates the actual strengths for end fiscal year. This is the same update as 54 and 22.
- 3.60 PRESIDENT'S BUDGET 60
The President's budget includes the actual strengths reported at end of the preceding fiscal year. The same as 54 and 24. This represents the final feedback in the regular manpower program cycle. The DMRR and MMTR, not shown, also include this prior year information.

DEFENSE MANPOWER PROGRAM PROCESS DETAIL - CHART 8



OFF-CYCLE MANPOWER PROGRAM CHANGE ACTIONS

Figure 3.8

3.61 OFF-CYCLE MANPOWER PROGRAM CHANGE ACTIONS

Figure 3.8 portrays four examples of off-cycle manpower program change actions. These are: Reprogramming or supplemental appropriation, Presidential or OMB directive, Program Change Decision, and special FYDP update or FYDP nonspecific changes.

- ① The supplemental submission or reprogramming request is due to unforeseen contingencies such as increased costs. The manpower program impacts of supplementals or reprogrammings are normally indirect.
- ② Presidential or OMB directives are based on a decision to add or delete a program or to change some manpower control. An example could be a directed "hire freeze" for some defined period, a grade reduction, or out-of-cycle imposition of civilian ceilings.
- ③ The Program Change Decision (PCD) may be in response to a service Program Change Request (PCR) or may be the result of an internal OSD request. The PCR/PCD may address interservice functional transfers, a revised program requesting an increase or decrease in resources (virtually never used), or a program/program element structural change involving internal resource shifts with zero net changes.
- ④ The special FYDP update normally is for the purpose of structural changes based on PCDs. The below-threshold changes (BTC) and other changes would normally occur in a regular FYDP update. Below-threshold changes are those that are less than 300 manpower spaces within a program element. Changes over 300 spaces must be explained in a memorandum accompanying the FYDP update. As a matter of current practice, all changes not related to directed changes (PBD, PCD, etc) are treated as BTC and are not explained unless specifically requested during POM and budget review.

FUNCTIONAL RESPONSIBILITIES FOR MANPOWER PROGRAM DEVELOPMENT WITHIN OSD

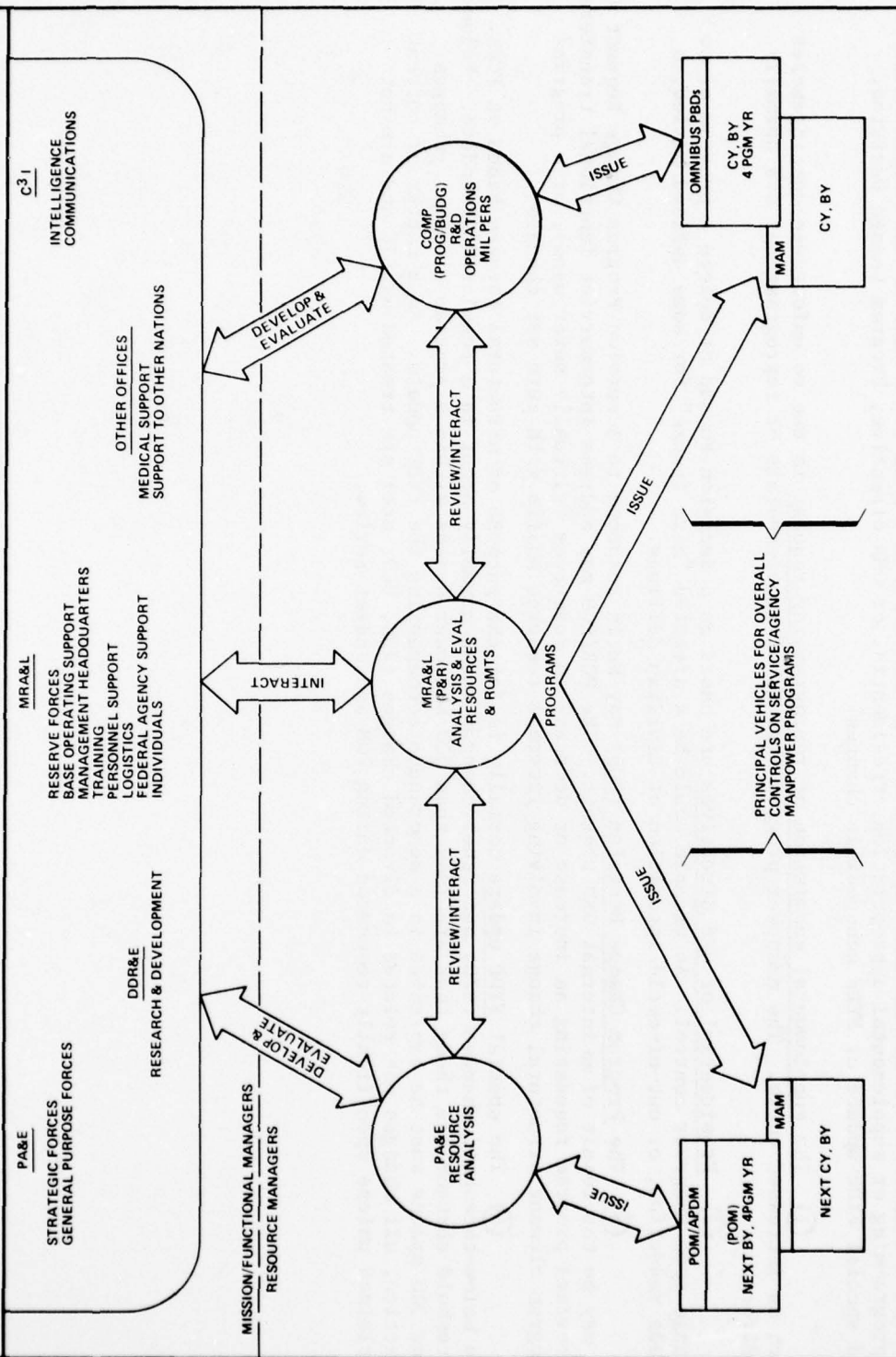


Figure 4.1

4 MANPOWER PROGRAM DEVELOPMENT WITHIN OSD

4.1 GENERAL

The principal manpower resource managers within OSD are the assistant secretaries for PA&E, MRA&L and Comptroller. Other staff offices become involved as functional managers for selected subsets of the overall manpower programs.

4.2 RESOURCE MANAGEMENT

The resource managers for manpower program development issue control vehicles for overall manpower programs to the services and Defense agencies. In the preparation of these controls there is interaction between MRA&L and the other resource managers for the purpose of manpower program review and issuance of the Manpower Authorizations Memorandum. The ASD(PA&E) and ASD(Comp) also develop and evaluate their controls in concert with the OSD functional managers.

4.3 MISSION/FUNCTIONAL MANAGEMENT

The mission/functional manager is one who has an interest in selective manpower applications within the overall manpower program. He may deal directly with services and Defense agencies in the preparation and evaluation of a specific manpower program subset or application in conjunction with assessment of other resource requirements.

4.4 DoD COMPONENTS

The interactions of the DoD components (OSD, JCS, military departments, Defense agencies) in the development of the manpower program are basically through various controls and feedback vehicles which address varying levels of detail as to manpower subsets and applications.

Section 5 will provide flow diagrams and narrative on the overall service systems for manpower programming. The Defense agencies and JCS receive their military manpower from the services, but program their own civilian manpower in the same manner as the military departments.

5 OVERVIEW OF SERVICE MANPOWER PROGRAM CONTROL AND FEEDBACK

5.1 ARMY MANPOWER PROGRAM CONTROL AND FEEDBACK

Army manpower systems are known collectively by the term "Force Development Management Information System (FDMIS)." Among other subsystems FDMIS encompasses: the Army Force Program (AFP), which provides an audit trail by Army Management Structure Code (AMSCO),¹ and Major Command of civilian and military changes; Force Accounting System (FAS), which includes the current automated troop list or Master Force ("M-Force") at PE, CMD and AMSCO level of detail; Civilian Budget System (CBS), which contains salary data and allows for aggregated civilian manpower costing; The Army Authorization Document System (TAADS), which extends manpower detail by unit to show occupation and grade authorizations; the Automated Unit Transaction System (AUTS), which overlays TAADS information in the FAS data base; and the Personnel Structure and Composition System (PERSACS), which produces the necessary information for military personnel management.

Vertical TAADS (VTAADS) and Vertical FAS (VFAS) are field extensions of FAS and TAADS. The extension of a fully integrated and updated FDMIS to the field is currently under development and is known by the term "VFDMIS." A new Army Headquarters system, known as the Force Development Integrated Management System (FORDIMS), is also under development and will consolidate FAS, TAADS, AFP and CBS systems into one logical ADP system at Department of the Army level.

5.2 SYSTEM DESCRIPTION

Manpower controls on the field are established by the Program Budget Guidance (PBG). This document is issued to MACOMs three times yearly and provides end year strength ceilings for all manpower types by PE. The controls are incorporated in VFAS and VTAADS and fed back by means of a command plan and data tape (for automated commands) to Department of the Army for system update. Reserve manpower feedback is from the Chief of the Army Reserve and the National Guard Bureau. Requirements determination is a joint Inspector General/DCSPER/DCSOPS responsibility. The Inspector General handles manpower surveys of major commands and support agencies. Major commands conduct manpower surveys of their own subordinate elements. Force development and allocation of manpower, as well as programming, is handled by the Deputy Chief of Staff for Operations (DCSOPS). The Deputy Chief of Staff for Personnel (DCSPER) is responsible for determining the individual accounts and for review and approval of manpower changes in TAADS documents.

¹From which PEs can be derived.

NAVY MANPOWER PROGRAM CONTROL AND FEEDBACK

The flowchart is organized into three main vertical sections representing different entities:

- OSD (Office of Secretary of Defense):** Located on the left, it includes a box for 'DECISIONS AND CONTROL VEHICLES' and a 'MANUAL INPUT' trapezoid.
- DEPARTMENT OF THE NAVY:** The central section, containing numerous circular and trapezoidal nodes. Key nodes include 'MARP', 'MATIOSD', 'NCIS', 'BILLET FILE', 'ALLOWANCE WRITERS', 'SHORTSTAMPS', 'MIL PERS MGT', 'OFF REQUEST PLAN', 'ENL RECOMTS PLAN', 'FYDP UPDATE', 'NAVY FYDP', and 'REPORTS'. Data flows are labeled with terms like 'ACTIVE MIL & CIV BY TYPE & PE', 'ACTIVE & RESERVE MIL & CIV BY TYPE & PE', 'ACTIVE & RESERVE MIL BY TYPE GRADE, SKILL & FUNCTION', and 'ACTIVE & RESERVE MIL & CIV ACTUAL STRENGTHS'.
- MAJOR CLAIMANTS:** Located on the right, it includes a 'CLAIMANT INPUT' trapezoid, a 'CIV BY TYPE & PE' trapezoid, and a 'CIV PERS MGT' trapezoid. A 'PADS' circle is also present, with a label 'CIV BY TYPE PE UNIT & CLAIMANT ACTUAL STRENGTHS'.

The flowchart illustrates the process of manpower allocation, from initial decisions and manual input through various processing steps (like allocation, writing allowances, and managing personnel) to final reports and feedback loops. It shows how data is exchanged between the OSD, the Department of the Navy, and the Major Claimants to maintain and adjust the Navy's manpower program.

5.3 NAVY MANPOWER PROGRAM CONTROL AND FEEDBACK

The Navy Manpower and Personnel Management Information System (MAPMIS) includes those elements of the military manpower program process that belong to the Deputy Chief of Naval Operations for Manpower (OP-01). This process is currently under revision to place civilian manpower requirements determination, planning and programming under OP-01. The MARP and FYDP Interactive On-line System for Operations (MAFIOSO) provides an automated means of providing change data to both the Navy FYDP through the Navy Cost Information System (NCIS) on a selective basis (on-order), and on a continuous basis to the Manpower Re-quirements Plan (MARP), which contains the quantity of active military spaces authorized each Navy unit. The Billet File, which contains total military requirements, provides information on reserve requirements to NCIS after manual comparison with MARP. The allowance writers receive input from major subordinate elements, known as Claimants, directly and through the Shore Requirements, Standards and Manpower Planning System (SHORSTAMPS). The input of authorized military manpower is reflected in the billet file which is a total authorization base that includes occupation and grade information for all Navy units. Billet file information provides the necessary authorization base for military personnel management through the Enlisted Requirements Plan (ERP) and the Officer Requirements Plan (ORP).

5.4 SYSTEM DESCRIPTION

Manpower controls are established separately for military and civilian allocation. Civilian allocation and control is exercised through the Navy Comptroller to the various manpower claimants which, in this case, includes the Marine Corps. Military controls and allocation are exercised through the billet file by OP-01. Authorization feedback is monitored by means of the billet file for military spaces; claimants do not maintain a separate data base. The Personnel Automated Data System (PADS) accounts for civilian actual data by unit and in most respects resembles the military billet file. The total PADS file is compared with the manual allocation in the Civilian Manpower Functional System (CIMFAS - not shown) to prepare variance reports. A civilian MARP (Civ-MARP) is under development in OP-01 to assist in developing a comprehensive and integrated requirements program. The total MARP will provide, on a scheduled basis, total unit authorizations for billet file development. The billet file is the key manpower authorization document for military manpower and in time will provide a civilian position file similar to military billet files. Requirements determination is now integrated within OP-01. Manpower surveys are accomplished by the Navy Manpower Analysis Centers at Norfolk and San Diego.

MARINE CORPS MANPOWER PROGRAM CONTROL AND FEEDBACK

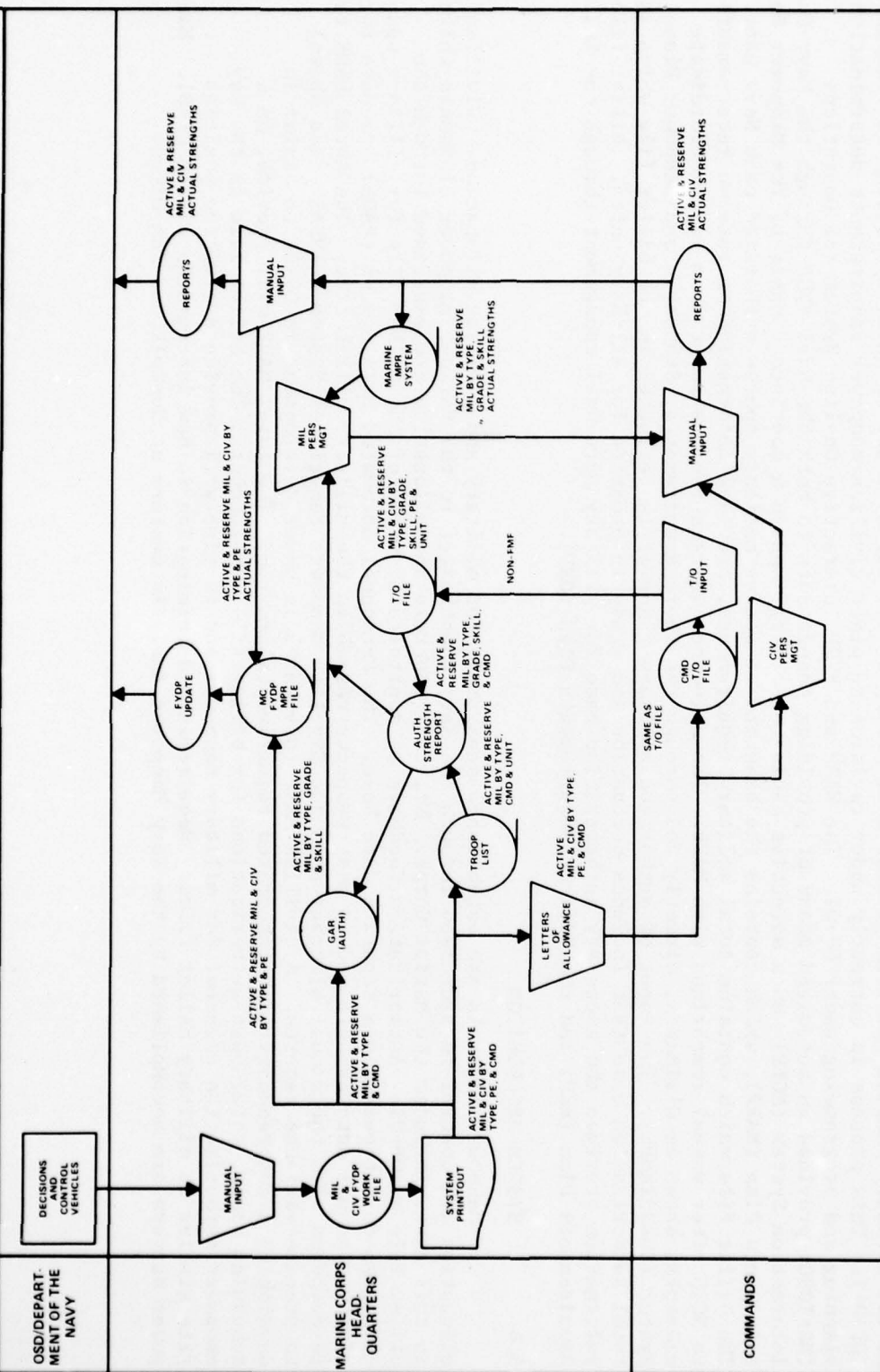


Figure 5.3

5.5 MARINE CORPS MANPOWER PROGRAM CONTROL AND FEEDBACK

Marine Corps civilian manpower allocation is made by the Department of the Navy Comptroller to Headquarters, Marine Corps. Military allocation is effectively direct from OSD.

All authorizations are managed at PE level in a FYDP work file which, in turn, provides input to the Marine Corps FYDP (MC FYDP). The work file also updates the authorized Grade Adjusted Recapitulation (GAR) file. The authorized GAR catalogs military manpower authorizations by grade and occupation to account for all Marine Corps authorized strength including the individuals accounts. The Authorized Strength Report (ASR) aggregates military manpower authorizations by unit, occupation and grade. It inputs to the GAR. The ASR and GAR produce the necessary information for military personnel management. The Table of Organization (T/O) file is a listing of all units' military and civilian authorizations. For Fleet Marine Force (FMF) units, T/Os are on a requirements basis (unconstrained) and must be adjusted in the ASR. The troop list is a file of FMF authorizations by unit and command which, when merged with the grade and occupation information in the T/O file, provides the necessary data for the ASR. The ASR aggregates this information on FMF units with the T/O file non-FMF authorizations to provide total authorized strength for personnel distribution planning.

5.6 SYSTEM DESCRIPTION

Marine Corps allocation of military and civilian manpower spaces is accomplished by letters of allowance that specify active military and civilian authorizations by type for non-FMF commands and activities. FMF commands receive total allocation of active and reserve military authorizations by letter. Details are received in the Command Distribution Report, which provides a personnel staffing goal as well as authorizations by type, grade and occupation. The commands, in turn, submit updates to the T/O file that reflect changes in authorization. Requirements determination is part of the responsibilities of the Director of Manpower Plans and Policy and manpower surveys are accomplished by Headquarters, Marine Corps for all Marine Activities. The Director of Manpower Plans and Policy is responsible for all parts of the manpower program process.

AIR FORCE MANPOWER PROGRAM CONTROL AND FEEDBACK

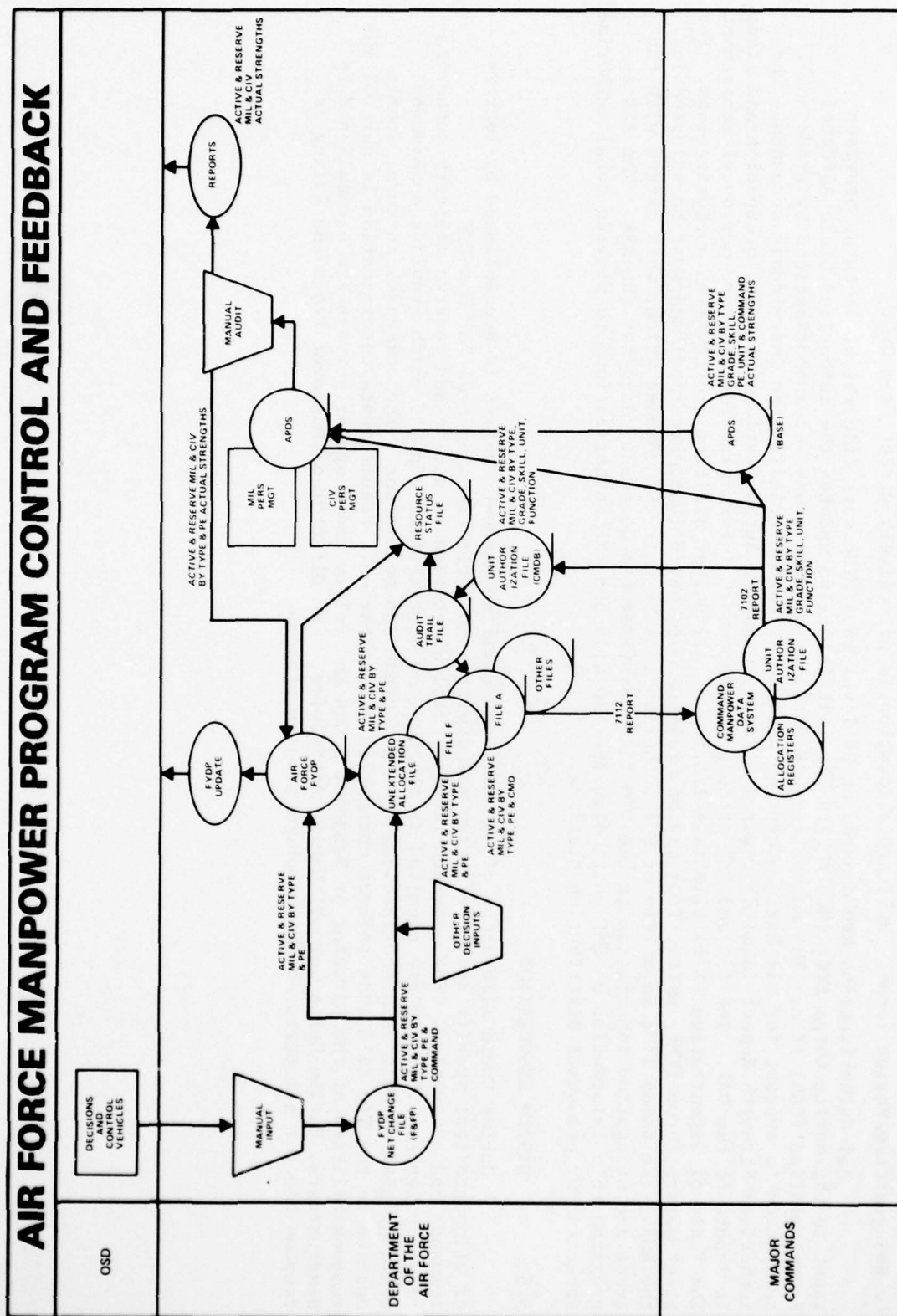


Figure 5.4

5.7 AIR FORCE MANPOWER PROGRAM CONTROL AND FEEDBACK

The Air Force field system is called the Command Manpower Data System (CMDS); that portion which extends to the Department of the Air Force is called the Headquarters Air Force Manpower Data System (HAFMDS). This is a fully automated vertical system for programming, allocation, control and feedback of manpower resources. It is operated by the Director of Manpower and Organization. The FYDP net change file is used to input changes into the Air Force FYDP as well as the unextended allocation file. The unextended file has several subfiles; the most important are File F, which holds unallocated authorizations not passed to major commands (MAJCOM) and File A which holds in suspense unextended authorizations passed by Automated Digital Network (AUTODIN) in the 7112 Report to the field. Once commands have updated unit files with appropriate occupations, grades, and other details, feedback through the 7102 Report by AUTODIN is entered in the HAFMDS Unit Authorization File (UAF), commonly known as the Command Manpower Data Bank (CMDB). Changes go to the Audit Trail File which then adjusts File A of the unextended file. Also, the Audit Trail File inputs to the Resource Status File which compares the Air Force FYDP with the audit trail input and provides the manpower variance output.

5.8 SYSTEM DESCRIPTION

Air Force manpower controls and feedback for active and reserve military and civilian manpower are through the CMDS. Change transactions are sent daily, or as required, by means of the 7112 Report. Feedback on authorizations is returned on a transaction basis through the 7102 Report. Commands provide direct input on authorizations to the Advanced Personnel Data System (APDS). Actual strengths flow from base level to the Air Force Personnel Center through APDS where a comparison is done for military and civilian personnel management. Manpower requirements are the responsibility of the Director of Manpower and Organization. Management engineering studies to establish staffing standards are accomplished by his subordinate management engineering agency and by management engineering teams assigned to the major commands.

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6 SUMMARY

6.1 GENERAL

The foregoing flow charts and accompanying narrative portray in a notional form the existing Defense manpower programming, allocation and control process from an OSD perspective. Their purpose is to document the existing methods as a basis for strengthening manpower programming procedures and control and feedback mechanisms.

Evaluation of these charts and underlying details developed thus far in the Manpower Program Procedures Study will be a major input to the next study stage which will culminate in a comprehensive treatment of major manpower programming, allocation and control issues and related procedural alternatives.

7 ABBREVIATIONS

ADP	Automatic Data Processing
AFM	Air Force Memorandum
AFP	Army Force Program
AFR	Air Force Regulation
AMSCO	Army Management Structure Code
APDM	Amended Program Decision Memorandum
APDS	Advanced Personnel Data System
AR	Army Regulation
ASD(Comp)	Assistant Secretary of Defense (Comptroller)
ASD(MRA&L)	Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics)
ASD(PA&E)	Assistant Secretary of Defense (Program Analysis & Evaluation)
ASR	Authorized Strength Report
AUTODIN	Automatic Digital Network
AUTS	Automated Unit Transaction System
BTC	Below-Threshold Change
BY	Budget Year
CBO	Congressional Budget Office
CBS	Civilian Budget System
C ³ I	Command, Control, Communications & Intelligence
CIMFAS	Civilian Manpower Functional Authorization System
CIV	Civilian
CIV-MARP	Civilian Manpower Requirements Plan
CMDB	Command Manpower Data Bank
CMDS	Command Manpower Data System
CNO	Chief of Naval Operations
COMP	Comptroller
CPF	Civilian Position File
CSR	Chief of Staff Regulation
CY	Current Year
DCSOPS	Deputy Chief of Staff for Operations and Plans
DCSPER	Deputy Chief of Staff for Personnel
DDR&E	Director of Defense Research and Engineering
DG	Defense Guidance
DH	Direct Hire
DHFN	Direct Hire Foreign National
DHUS	Direct Hire U.S.
DMRR	Defense Manpower Requirements Report
DOD	Department of Defense
DODI	Department of Defense Instruction
DPE	Director, Planning & Evaluation
DPPC	Defense Planning and Programming Category
ERP	Enlisted Requirements Plan
FAS	Force Accounting System
FDMIS	Force Development Management Information System
F&FP	Force and Financial Program

FMF	Fleet Marine Force
FORDIMS	Force Development Integrated Management System
FY	Fiscal Year
FYDP	Five Year Defense Program
GAO	General Accounting Office
GAR	Grade Adjusted Recapitulation
HAC	House Appropriations Committee
HAFMDS	Headquarters Air Force Manpower Data System
HASC	House Armed Services Committee
HOI	Headquarters Operating Instruction
IDH	Indirect Hire
JCS	Joint Chiefs of Staff
MACOM	Major Army Command
MAFIOSO	MARP & FYDP Interactive On-line System for Operations
MAJCOM	Major Air Force Command
MAM	Manpower Authorizations Memorandum
MAPMIS	Manpower and Personnel Management Information System
MARP	Manpower Requirements Plan
MC	Marine Corps
M-FORCE	Master Force
NIL	Military
MILPERS	Military Personnel
MMTR	Military Manpower Training Report
NATO	North Atlantic Treaty Organization
NCIS	Navy Cost Information System
NG	National Guard
O&M	Operations and Maintenance
OMB	Office of Management and Budget
OPNAV	Office of the Chief of Naval Operations
ORP	Officer Requirements Plan
OSD	Office of the Secretary of Defense
PADS	Personnel Automated Data System
PAS	Personnel Accounting System
PBD	Program/Budget Decision
PBG	Program and Budget Guidance
PCD	Program Change Decision
PCR	Program Change Request
PDM	Program Decision Memorandum
PE	Program Element
PERSACS	Personnel Structure & Composition System
PGM	Program
POM	Program Objective Memorandum
PPB	Planning, Programming, and Budgeting
PPGM	Planning and Programming Guidance Memorandum
PPI	POM Preparation Instructions
P&R	Planning and Requirements
PY	Prior Year
RDT&E	Research, Development, Test and Evaluation
RES	Reserve
SAC	Senate Appropriations Committee

SACS	Structure and Composition System
SASC	Senate Armed Services Committee
SECDEF	Secretary of Defense
SHORTSTAMPS	Shore Requirements, Standards, and Manpower Planning System
TAADS	The Army Authorization Document System
T/O	Table of Organization
TOA	Total Obligational Authority
TPPGM	Tentative Planning and Programming Guidance Memorandum
UAF	Unit Authorization File
UIF	Unit Identification Code
USAR	U. S. Army Reserve
USC	United States Code
VCNO	Vice Chief of Naval Operations
VFAS	Vertical FAS
VDMIS	Vertical FDMIS
VTAADS	Vertical TAADS

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Appendix B

DRAFT CHANGE TO DoDI 7045.7

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Department of Defense Instruction

SUBJECT: The Planning, Programming and Budgeting System

* Paragraph XV Five Year Defense Program (FYDP)

revision

- C. Program change requests (PCRs) will be used to propose changes to FYDP data that would result in a net change to a DoD Component's resources. Changes resulting from functional transfers will not be incorporated in the FYDP until a PCR has been submitted and approved by a PCD. Functional transfers of manpower which are the result of intercomponent agreement and do not exceed 100 military or 100 civilians do not require a PCR; however, such transfers will be identified in FYDP updates by a discrete code mutually agreed upon by the losing and gaining components (see Enclosure 4 for use and preparation of PCRs).

added subparagraph

- F. Manpower changes in the FYDP that are not documented by an approved change; e.g., PCD, PBD, or SECDEF decision memorandum, and affect the current, budget, or first program year are permitted without explanation only when such changes remain below a cumulative total for a single fiscal year of 300 military or 300 civilian authorizations within a Defense planning and programming category (DPPC). This restriction does not apply to the May (POM) update; however, changes to current and budget years are not normally

SUBJECT: The Planning, Programming and Budgeting System

Page: 2

permitted for these updates. Defense components are required to submit an explanatory memorandum to OASD(C) to accompany the October or January FYDP updates in which undocumented changes are recorded that exceed the cumulative manpower change threshold.

* Paragraph XVI Decision Implementation

add at end of subparagraph A

The Assistant Secretary of Defense (MRA&L) will, from time to time, issue PCDs announcing decisions on overall manpower authorizations for each component. These PCDs will also document manpower controls established by the President and the Congress.

* Enclosure 4 - paragraph A.

add between 1st and 2nd sentences

Intercomponent transfers of manpower not exceeding 100 military or 100 civilians do not require a PCR.

* Enclosure 6 - paragraph A.1

added after "annexes."

PCDs will be issued by the ASD(MRA&L) to furnish overall manpower authorizations for the Defense components.

* added paragraph:

C. Checklist for Decision Documents

In addition to the information in paragraphs A and B, decision documents must specify which fiscal years are affected and which

Number 7045.7

SUBJECT: The Planning, Programming and Budgeting System Page: 3

approved document/basis of change codes to use for update information in the FYDP.

*Revision to draft DoDI 7045.7 (August 9, 1976)

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Appendix C

DRAFT CHANGE TO DoDI 7045.8

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D R A F T

DEPARTMENT OF DEFENSE INSTRUCTION

SUBJECT: Procedures for Updating Program Data in the Five Year Defense Program

IV. Data Reporting and Use

- *E. FYDP structure changes will be effective for all prior years; i.e., back to FY1962. This includes resource changes that involve direct transfer as well as code and title changes. For President's Budget update, extreme care will be taken to insure that prior and current year columns reflect program structure consistent with the budget and program years. Estimates of prior year changes to program element (PE) data when a PE must be split, may be limited to FY1972 and after. Exceptions to these rules will be approved on a case by case basis in applicable PCDs.

*V. Data Review and Acceptance

After each FYDP update submission, an assessment of accuracy is accomplished by OSD resource and functional managers using recurring reports extracted from the FYDP data base. The recurring reports that are available to OSD managers are reflected at Enclosure 2. Special audit report formats for specific purposes may be requested and will be furnished if within the capability of the FYDP system. Corrections to FYDP update submissions must be received from OSD managers within five working days of receipt of the aforementioned reports, otherwise approval is to be assumed. Component submissions which do not meet established criteria for a particular update may be returned for immediate correction and resubmission. Following review and analysis of the FYDP update submission and completion of the update

of the OSD file, the DASD(C), Program/Budget, will transmit to appropriate DoD Components magnetic tape and/or Program Element Summary Data reports reflecting the new approved FYDP program, together with an identification of and explanatory rationale for any changes made to Component submissions by the OASD(C). Military departments and Defense agencies will conform their programs to the new approved OSD FYDP program prior to the next scheduled update submission. New approved program will be transmitted to the DoD Components by a PCD.

*VI. Approved Document Codes/Basis of Change Codes Usage

The approved document codes or basis of change codes referred to in paragraph C of Enclosure 1 are necessary for substantiating the authority for changes to the FYDP. These codes will be used for all changes submitted as part of any FYDP update. When PCDs or PBDs are implemented, they will be identified by the individual document serial number. Functional transfers (manpower authorizations) applicable to interservice agreements, and which are not subject to PCR/PCD action as established in DoDI 7045.7, will be identified by a discrete code mutually agreed upon by the losing and gaining components.

*VII Defense Agency Program Update

Defense agencies, which encompass Office of the Secretary of Defense (OSD), Organization of the Joint Chiefs of Staff (OJCS),

and the several Defense agencies, have full responsibility for reflecting appropriate resource information concerning their activity within the FYDP. The Defense agencies will coordinate their military manpower authorizations/requirements with the military departments to insure they are reflected accurately in overall service authorizations for each FYDP update. The Defense agency coordinating memorandum will be provided to each military service not later than three weeks prior to each scheduled update and the military services will furnish in return, not later than one week prior to each update, written confirmation that required adjustments will be made. The ASD(C) will be provided information copies of this correspondence. Failure to coordinate military manpower authorizations in accordance with the above schedule will be grounds for rejection of the selected portions of the agency update where military manpower authorizations are found to vary from update information furnished by the military services. Additionally, any required adjustments will be made by balancing agency FYDP data to that reflected in service submissions.

p. 2:

*Enclosure 2 - Recurring Reports for OSD Managers.

Enclosure 1 p. 4 para c.2:

*16 Prior year adjustments (Actual Data) - To be used to adjust prior year program data to reflect actual data on forces, costs and manpower or to correct previously inputted actual data.

*Added or revised

RECURRING REPORTS FOR OSD MANAGERS

1. A listing of all PEs in program order for various resource identification codes (RICs) by component and aggregated by approved document code.

Example: Army manpower RICs

Document Code 01 (PCD) X-016

	<u>Previous Update</u>	<u>Change</u>
PE XXXXXA		
Officers	100	+10
Enlisted	200	+10
Total Military	300	+20
DH Civilian	100	-10
Total Manpower	400	+10

2. A listing of all PEs in Defense planning and programming categories (DPPC) for various resource identification codes (RICs) by component and aggregated by approved document code.

Example: Army manpower RICs

Document Code 01 (PCD) X-016

	<u>Previous Update</u>	<u>Change</u>
AUXILIARY FORCES		
PE XXXXXA		
Officers	100	+10
Enlisted	200	+10
Total Military	300	+20
DH Civilian	100	-10
Total Manpower	400	+10

Appendix D

FYDP MANAGEMENT REPORTS AVAILABLE FROM MULTICS

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FYDP MANAGEMENT REPORTS
AVAILABLE FROM MULTICS

Multiplexed Information and Computing Service (MULTICS) is able to provide FYDP update data for OSD management analysis. The MULTICS is programmed to aggregate FYDP data by DPPC in addition to other program element groupings. The capacity for multiple aggregations, as applied to the master FYDP file, currently allows MULTICS to be more useful for generating analytical manpower reports than the Comptroller's FYDP. Presently, the MULTICS is not fully utilized by Programs Directorate. The only reports provided on a recurring basis are a "rollup" of manpower data by DPPC and a PE listing by DPPC. MULTICS can produce other reports, with some programming changes, which would enhance the analysis and management of the manpower program. The five report formats at the enclosure are illustrative; they make use of the MULTICS' capability to sort FYDP data by program, DPPC, and basis of change code/approved document code.¹

The manpower report formats that can be provided by MULTICS from the FYDP file are listed below. Note that each format can show any or all manpower types (active/reserve military, total/direct/indirect civilians, by components):

FORMAT 1. Displays manpower changes by DPPC between selected FYDP updates. The report can portray various manpower types for selected fiscal years. The sample shows total civilian manpower for FY1972 through FY1980. Reports of this type will enable analysts to track changes from any previous update to a current one to see if the changes are logical (incorporate program decisions) and are consistent for all years.

FORMAT 2. Displays manpower changes by DPPC by approved action document/basis of change code. This report will allow analysts to check for implementation of specific and directed changes (such as the PCD shown in the example). Also it can be used to monitor such actions as interservice transfers and below threshold changes.

FORMAT 3. Displays program element changes by DPPC by approved document code headings. This format will indicate the program element change within DPPC which would be useful to the analyst for detailed examination of the FYDP.

FORMAT 4. Displays vertical changes (changes from one FYDP update to the next) by DPPC and program element. This report permits a detailed level of trend analysis and reflects the impact of implemented changes for each FYDP update.

FORMAT 5. Displays strength change by DPPC and major FYDP program. This report would provide an overview of changes within the total FYDP structure.

Enclosures (5)

¹The FYDP system uses the following basis of change/approved document codes for changes to the data base. They are listed in DoDI 7045.8.

- 01 - Program Change Decision (PCD)
- 02 - Program Budget Decision (PBD)
- 03 - Reprogramming Action
- 04 - Program Decision Memorandum (PDM)
- 05 - Development Concept Paper (DCP)
- 06 - Secretary of Defense Memorandum
- 07 - Army Force Changes
- 08 - Functional Transfers
- 16 - Prior Year Adjustments
- 50 - DoD Component Approval

DPPC

STRATEGIC FORCES

- Strategic Offensive Forces
- Strategic Defensive Forces
- Strategic Control & Surveillance Forces

GENERAL PURPOSE FORCES

- Land Forces
 - Tactical Air Forces
 - Naval Forces
- Mobility Forces

AUXILIARY FORCES

- Intelligence
 - Centrally Managed Communications
 - Research & Development
- Support to Other Nations
 - Geophysical Activities

MISSION SUPPORT FORCES

- Base Operating Support
- Force Support Training
- Management Headquarters

CENTRAL SUPPORT FORCES

- Base Operating Support
 - Medical Support
- Personnel Support
 - Individual Training
- Logistics

Centralized Support Activities

- Management Headquarters

(TOTAL CIVILIAN)
Manpower Changes by DPPC

FY-72	FY-73	FY-74	FY-75	FY-76	FY-77	FY-78	FY-79	FY-80
	-XX			-XX				
	-XX							
			+XX +XX	-XX				
		+XX				-XX		
		+XX						-XX

FORM 7-1

(CIVILIAN DIRECT HIRE)
Manpower Changes by DPPC and Document Code

Component: AIR FORCE
Action Document Code: 01
Document Serial Number X-016
Update: Jan 1977

DPPC STRUCTURE

STRATEGIC FORCES

Strategic Offensive Forces
Strategic Defensive Forces
Strategic Control & Surveillance Forces

GENERAL PURPOSE FORCES

Land Forces

Tactical Air Forces

Naval Forces

Mobility Forces

AUXILIARY FORCES

Intelligence

Centrally Managed Communications

Research and Development

Support to Other Nations

Geophysical Activities

MISSION SUPPORT FORCES

Base Operating Support

Force Support Training

Management Headquarters

CENTRAL SUPPORT FORCES

Base Operating Support

Medical Support

Personnel Support

Individual Training

Logistics

Centralized Support Activities

Management Headquarters

Federal Agency Support

+XX
+XX
-XX
+XX

FORMAT 2

Component: ARMY
 Approved Document Code: 01
 Document Serial Number: X-016
 Update: Jan 1978

(ACTIVE MILITARY)
 Manpower Changes by PE Within DPPC by Document Code

	1977		1978		1979	
	FY76 Total	Δ	FY77 Total	Δ	FY78 Total	Δ
XXX	XXX	-X	XX	-X	XX	-X
XX	XX	-X	X	-X	XX	-X
					X	-X
XX	XX					
		-X				

DPPC STRUCTURE

STRATEGIC FORCES
 Strategic Defensive Forces
 12333A
 12514A
 12516A
 12517A
 12520A
 12802A

(ACTIVE MILITARY)
DPPC Vertical Changes by Program Element

Component: ARMY
Update: May 1979

	Update:		77		77		78		78		79		79	
	Total	Δ	May	Oct	Total	Δ	Total	Δ	Total	Δ	Total	Δ	Total	Δ
Strategic Forces	XX	+X			XX	+X	XX	--	XX	--	XX	--	XX	-X
Strategic Offensive Forces														
Strategic Defensive Forces														
12333A														
12514A														
12516A														
12517A														
12520A														
12802A														
	X	-X			X	-X	X	--	X	--	X	--	--	-X

FORMAT 4

Component: MARINE CORPS
Update: Jan 1978

DPPC STRUCTURE

STRATEGIC FORCES

Strategic Offensive Forces
Strategic Defensive Forces
Strategic Control & Surveillance Forces

GENERAL PURPOSE FORCES

Land Forces

Tactical Air Forces

Naval Forces

Mobility Forces

AUXILIARY FORCES

Intelligence

Centrally Managed Communications

Research and Development

Support to Other Nations

Geophysical Activities

MISSION SUPPORT FORCES

Base Operating Support

Force Support Training

Management Headquarters

CENTRAL SUPPORT FORCES

Base Operating Support

Medical Support

Personnel Support

Individual Training

Logistics

Centralized Support Activities

Management Headquarters

Federal Agency Support

INDIVIDUALS

Transients

Patients, Prisoners, and Holdees

Trainees, Students, and Cadets

(ACTIVE MILITARY)										
Manpower Changes by Program and DPPC										
FY1977										
Program	1	2	3	4	5	6	7	8	9	10
Program	Program	Program	Program	Program	Program	Program	Program	Program	Program	Program

+X
+X

-X
-X

Appendix E

DRAFT DoDI FOR DMRR

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Department of Defense Instruction

SUBJECT: Defense Manpower Requirements Report (DMRR)

References: (a) Section 138(c)(3), Title 10, U.S.C.
(b) DoDD 1100.4 "Guidance for Manpower Programs" 20 Aug 1954
(c) DoDI 5124.1 "Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics)," 20 Apr 1977

A. PURPOSE

This instruction prescribes responsibilities and procedures for preparation of inputs to the Defense Manpower Requirements Report (DMRR) required by Section 138(c)(3), Title 10, U.S.C.

B. APPLICABILITY

The provisions of this instruction apply to the Office of the Secretary of Defense and all military departments and Defense agencies.

C. POLICY

The DMRR is the principal vehicle for presentation of Defense manpower requirements subject to annual congressional authorization. Included are DoD manpower requests for active military, selected reserve, and civilian strengths as incorporated in the President's Budget. It is of critical importance that manpower needs be explained and related to Defense missions in a logical, straightforward manner supported by consistent and

accurate quantitative data. Resource and structural changes applied by the Defense components receive considerable scrutiny during congressional review and must be clearly identified and explained. Thus, the preparation of the DMRR is a shared responsibility of all components.

D. RESPONSIBILITIES

1. General

a. Pursuant to reference (a), the Secretary of Defense must submit the DMRR to the Congress not later than February 15 of each fiscal year. The report is required to include the DoD annual manpower requests for active military, selected reserve, and civilian end strengths, together with a justification for the strength levels recommended, an explanation of the relationships between strength levels and national security policies, and separate detail on bases and units. Enclosure 1 cites basic authorities guiding DMRR preparation.

b. Each military department and Defense agency is responsible for developing and submitting to the ASD MRA&L quantitative and narrative inputs to the DMRR. These inputs will be submitted in the form and following the schedule specified herein, as supplemented by specific instructions covering requirements applicable to a particular submission. Strength requirements will be arrayed using the Defense planning and programming categories (DPPC).

c. OASD(PA&E) will develop and submit to the ASD(MRA&L) the chapter containing an overview of national security policy as it relates to the Defense manpower program. In addition they will

prepare the narrative portion of the Strategic and General Purpose chapters reflecting requirements and major manpower changes to these categories.

d. OASD(MRA&L) will develop an overview of requirements and major manpower changes in the Auxiliary, Support and Individuals DPPC, soliciting inputs from other OSD offices as required. OASD(MRA&L) will also have responsibility for such special reports, analyses, and annexes as are necessary or relevant to the understanding of the Defense manpower program and for assembly and submission of the completed report.

e. All other OSD offices will prepare DMRR inputs and review staff drafts as requested by the ASD(MRA&L).

2. Report Content

a. The DMRR will be organized in to three major parts plus two annexes as shown at Enclosure 2 and described below.

b. Part A - Defense Manpower Requirements. Chapter I provides an introduction to the report. Chapter II summarizes the report. Chapter III is a brief overview of national security policy and its relationship to the Defense manpower program. Chapters IV through the end of Part A describe manpower requirements for each major Defense planning and programming category (DPPC) across all military services. Major changes in manpower associated with each category are explained.

c. Part B - Manpower Requirements by Component. This part contains chapters prepared by each military service and a summary chapter based on Defense agency inputs. The general outline for

each service chapter is provided at Enclosure 3. The DMRR will include an audit trail for activities transferred between DPPC in addition to an explanation of resource changes to the DPPC. In implementing and reporting structural changes (activities/resources transferred from one DPPC to another) it is important that they be applied consistently for all years to be shown in the DMRR, beginning with prior year actuals. Whereas the explanation for year to year resource changes will be contained in the text that accompanies the manpower tables within each chapter, the structural changes will be provided in an audit-trail form as shown at Enclosure 4. In service chapters, any visible year-to-year increase or decrease in a DPPC subcategory must be clearly explained, and where appropriate, be related to changes in force levels. Change explanations in the text will make reference to the structural change audit trail as appropriate.

d. Part C - Special Analyses. This part contains any special analyses related to the Defense manpower program. These are included for special congressional interest items such as Security Assistance.

e. Base Structure Annex. Public Law 94-361, The Defense Appropriation Authorization Act for FY 77 amended reference a, which requires the DMRR submission, to provide for a base structure annex. This annex, which is prepared by OASD(MRA&L), with service inputs, will relate the budget year base structure to the force structure for that period and provide estimates of base operating costs. Outline

for service inputs is provided at Enclosure 5. The base structure annex is provided to the Congress at the same time as the DMRR.

f. Unit Annex. Each military service will prepare a unit annex to accompany their DMRR input. The Senate Armed Services Committee requested in Report 93-385 that this document describe the planned allocation of manpower for the budget year to specific units within the force. The unit annex will consist of a listing by DPPC that shows active and reserve military and civilian manpower strengths and forces by major unit for the prior year, current year and budget year in the formats shown at Enclosure 6. The unit annex which is classified is consolidated by OASD(MRA&L) and provided to the Congress at the same time as the DMRR.

g. Portrayal of a Trained Strength Deviation in the DMRR is prohibited. If a service in managing manpower uses the Trained Strength Deviation program element, which reflects the projected military personnel inventory in excess or short of the force structure strength requirements for a given fiscal period end point, it will be incorporated in the structure strength and explained by appropriate remarks in the text of the service chapter.

E. ADMINISTRATION

1. The DMRR will be submitted to the Congress on or before 15 Feb of each year, the statutory reporting date. The report will support the President's Budget and be based on manpower detail reflected in the associated Five Year Defense Program.
2. All material in the DMRR with the exception of the Unit Annex

must be unclassified. Do not submit classified material for inclusion in the report other than the Unit Annex.

3. All submissions will be submitted in an original and four copies in double-space draft. A general submission schedule is provided at Enclosure 7.

4. The preliminary draft of the narrative portions of Part A Chapters III, IV, and V, and Part B service chapters will be provided by proponents with force and deployment tables but not manpower figures.

5. Additional guidance on changes to scheduling, formats, and content will be furnished annually in early November based upon Presidential, Congressional, or Departmental decisions.

E. REPORTS CONTROL SYMBOL

The Defense Manpower Requirements Report has been assigned Control Symbol (XXXX).

F. EFFECTIVE DATE

This instruction is effective immediately.

Enclosures (7)

1. Basic Authorities Guiding DMRR Preparation
2. DMRR Preparation Responsibility
3. General Outline for Service Chapters
4. Format for Audit Trail Preparation
5. Outline for Service Input to Base Structure Annex
6. Format for Service Input to Unit Annex
7. General Submission Schedule for the DMRR

BASIC AUTHORITIES GUIDING DMRR PREPARATION

1. Section 138(c)(3) of Title 10, United States Code.

"The Secretary of Defense shall submit to the Congress a written report, not later than February 15 of each fiscal year, recommending the annual active duty end strength level for each component of the armed forces for the next fiscal year and the annual civilian personnel end strength level for each component of the Department of Defense for the next fiscal year, and shall include in that report justification for the strength levels recommended and an explanation of the relationship between the personnel strength levels recommended for that fiscal year and the national security policies of the United States in effect at the time."

2. Public Law 94-361, The Defense Appropriation Authorization Act for FY 1977.

"Such report shall also identify, define, and group by mission and by region the types of military bases, installations, and facilities and shall provide an explanation and justification of the relationship between this base structure and the proposed military force structure together with a comprehensive identification of base operation support costs and an evaluation of possible alternatives to reduce such costs."

3. Senate Armed Services Committee Report 93-385.

"To assist in its review of the Reserve Components, Committee requests that the Defense Department provide a report on the FY75 and future Reserve manpower requests at the same time and in the same format as the statutory report on requested active duty strengths."

"Committee feels that the following change should be incorporated in the manpower report: addition of an annex which shows the year to year changes in the planned allocation of the manpower authorized in each major category to the working level units performing the various missions of the category. This would include the number of units of each type in each category and the allocation of manpower to them."

DMRR Preparation Responsibility

Chapters

Part A - Defense Manpower Requirements

I	Introduction	OASD (MRA&L)
II	Summary	OASD (MRA&L)
III	Manpower and US National Strategy	OASD (PA&E)
IV	Strategic Forces	OASD (PA&E) / (MRA&L)
V	General Purpose Forces	OASD (PA&E) / (MRA&L)
VI	On Other DPPC	OASD (MRA&L)

Part B - Manpower By Component

Army	Army
Navy	Navy
Marine Corps	Marine Corps
Air Force	Air Force
Defense Agencies	OASD (MRA&L)

Part C - Special Analyses

as required

Annexes:

<u>Base Structure</u>	OASD (MRA&L)
<u>Unit</u>	Military Services, OASD (MRA&L)

General Outline for Service Chapters

Each service chapter will follow this general outline for preparation of the DMRR:

Chapter X

Army Manpower Requirements

- A. Introduction
 - 1. Summary and Highlights
 - 2. Major Force Structure Changes
 - 3. Manpower Requirements Determination
- B. Significant Trends
 - 1. Forces
 - 2. Management Initiatives
 - 3. Active Military Manpower
 - 4. Reserve Manpower (see Attachment 1)
 - 5. Civilian Manpower
- C. Manpower Requirements by DPPC (sample table for displaying manpower at Attachment 2).
- D. Program Year Requirement (sample table at Attachment 3).

Attachments (3)

(Attachment 1 to Enclosure 3)

Reserve Manpower Requirements

1. Reserves on Active Duty for:
 - a. Training
 - b. Administration
 - c. Temporary duty
2. Constraints
3. Full Mobilization
4. Selected Reserve
 - Unit
 - Individual
5. Individual Ready Reserve (if applicable)
6. General

Active Military Manpower Strength
(End Strengths in Thousands)

	FY ____	FY ____	FY ____	FY ____
	<u>Actual</u>	<u>FY Budget</u>	<u>Auth</u>	
<u>Strategic Forces</u>				
Strategic Offensive				
Strategic Defensive				
Strategic Control & Surveillance				
<u>General Purpose Forces</u>				
Land Forces				
Tactical Air Forces				
Naval Forces				
Mobility Forces				
<u>Auxiliary Forces</u>				
Intelligence & Security				
Centrally Managed Communications				
Research & Development				
Support to Other Nations				
Geophysical Activities				
<u>Mission Support Forces</u>				
Base Operating Support				
Force Support Training				
Management Headquarters				
<u>Central Support Forces</u>				
Base Operating Support				
Medical Support				
Personnel Support				
Individual Training				
Centralized Support Activities				
Management Headquarters				
Logistics				
Federal Agency Support				
<u>Subtotal-Force Structure Allowance</u>				
<u>Individuals</u>				
Transients				
Patients & Prisoners				
Trainees & Students				
Cadets				

Total

WILL BE UPDATED TO INCORPORATE PENDING STRUCTURAL CHANGES

(Attachment 3 to Enclosure 3)

Manpower Requirements for the Program Year
(End Strengths in Thousands)

	Active Military	Reserve	Civilian
	FY__	FY__	FY__
<u>Strategic Forces</u>			
Strategic Offensive			
Strategic Defensive			
Strategic Control & Surveillance			
<u>General Purpose Forces</u>			
Land Forces			
Tactical Air Forces			
Naval Forces			
Mobility Forces			
<u>Auxiliary Forces</u>			
Intelligence & Security			
Centrally Managed Communications			
Research & Development			
Support to Other Nations			
Geophysical Activities			
<u>Mission Support Forces</u>			
Base Operating Support			
Force Support Training			
Management Headquarters			
<u>Central Support Forces</u>			
Base Operating Support			
Medical Support			
Personnel Support			
Individual Training			
Centralized Support Activities			
Management Headquarters			
Logistics			
Federal Agency Support			
<u>Subtotal-Force Structure Allowance</u>			
<u>Individuals</u>			
Transients			
Patients & Prisoners			
Trainees & Students			
Cadets			

Total

WILL BE UPDATED TO INCORPORATE PENDING STRUCTURAL CHANGES

Format for Audit Trail Preparation^{1/}

Audit Trail of Activities Transferred Between Categories
(End Strength in Thousands)

From	To	Military			Civilian		
		FY__	FY__	FY__	FY__	FY__	FY__
example							
Commissary	Base Op (MSF) Base Op (CSF)	.1	.1	.1	.3	.3	.3

^{1/} Reflects prior year, current year, and budget year.

OUTLINE FOR SERVICE INPUT TO BASE STRUCTURE ANNEX

Service Input Chapter for the Base Structure Annex will follow this general outline:

Chapter X

AIR FORCE BASE STRUCTURE

Section I Introduction

Section II Base Structure Overview

Section III Relationship of Base Structure to Force Structure

Section IV Base Operations Costs for FY__ (Budget year)

Section V Actions to Reduce Annual Base Operations Costs

Section VI Air Force Base Structure

A list of all military installations both overseas and in the CONUS grouped according to size (acreage) and population (military and DoD civilian). Example at attachment 1.

Section VII Historical Trends in Base Structure and Related Manpower

Attachment (1)

NAVY BASE STRUCTURE^{1/}

FIFTY STATES

<u>Installation/ Activity</u>	<u>Nearest City</u>	<u>State</u>	<u>Major Unit/ Activity/Purpose</u>	<u>Size</u>
Ft Bragg	Fayetteville	NC	82d Airborne Div	100,000 acres

FOREIGN OVERSEAS AREAS

<u>Installation/ Activity</u>	<u>Nearest City</u>	<u>County Area</u>	<u>Major Unit/ Activity/Purpose</u>	<u>Size</u>
Guantanamo Naval Base	Guantanamo Bay	Cuba	Operating Base	1000 acres

US TERRITORIES AND POSSESSIONS

<u>Installation/ Activity</u>	<u>Nearest City</u>	<u>Area</u>	<u>Major Unit/ Activity/Purpose</u>	<u>Size</u>
Albrook AB	Balboa	Canal Zone	USAF Southern Air Division	50 acres

^{1/} Installations will be listed in descending order of population (assigned military and DoD civilian strength at end fiscal year).

Format for Service Input to Unit Annex^{1/}

<u>Land Forces</u>									
<u>Unit</u>	<u>Forces</u>	<u>FY</u>	<u>Mpr</u>	<u>Forces</u>	<u>FY</u>	<u>Mpr</u>	<u>Forces</u>	<u>FY</u>	<u>Mpr</u>
		<u>Mil</u>	<u>Civ</u>						

example

B-17 Sqns	100 Sqns	13.5	.7	99 Sqns	13.0	.6	98 Sqns	12.5	.5
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1/ Reflects prior year, current year, and budget year

General Submission Schedule for the DMRR
(in sequence)

November

- Annual DMRR guidance memorandum with specific schedule issued by OASD(MRA&L).
- Preliminary draft provided by proponents with narrative, force and deployment tables and audit trail of structural changes that were incorporated in the October FYDP update that reflects the Budget Estimates. Submitted 21 days after FYDP update.

December

- Comments on drafts returned to proponents.

January

- Components submit to OASD(MRA&L) not later than 14 days following FYDP update: Service manpower tables by DPPC reflecting President's Budget, updated audit trails portraying structural changes incorporated in January FYDP update, completed chapters.
- Draft DMRR distributed to components by OASD(MRA&L).
- Comments on draft DMRR submitted by components to OASD(MRA&L).
- Unit Annex submitted by services to OASD(MRA&L).
- Base structure Annex completed by OASD(MRA&L).

February

- Report approved by ASD(MRA&L)
- Security review by OASD(PA)
- Report to printer
- Report distributed

Appendix F

DPPC MANPOWER TREND REPORT TABLES

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ARMY MILITARY STRENGTH BY DPPC
(In Thousands)

	FY 77 AUTH ^{1/}	→ Δ	FY 76 (30 Sep 76) ACTUAL	→ Δ	FY 77 (31 Dec 76) ACTUAL	← Δ	FY 4/77 (30 Sep 77) AUTH ^{2/}
Strategic Forces	1.0	- .4	.6	- .2	.4	- .2	.6
Strategic Offensive Forces	-	-	-	-	*	*	*
Strategic Defensive Forces	.3	- .2	.1	- .1	.3	-	.6
Strategic Control & Surveillance	.6	- .1	.5	- .2	.3	- .3	.6
General Purpose Forces	466.7	-7.7	459.0	+5.3	464.3	+1.2	463.1
Land Forces	466.1	-7.6	458.5	+5.3	463.8	+1.3	462.5
Tactical Air Forces	-	-	-	-	-	-	-
Naval Forces	-	-	-	-	-	-	-
Mobility Forces	.6	- .1	.5	-	.5	- .1	.6
Auxiliary Forces	27.4	-2.8	24.6	- .1	24.5	- .4	24.9
Intelligence	9.6	- .4	9.2	+ .3	9.5	+1.1	8.4
Centrally Managed Communications	8.4	- .4	8.0	- .3	7.7	- .1	7.8
Research & Development	7.6	-1.3	6.3	- .2	6.1	-1.0	7.1
Support to Other Activities	1.6	- .5	1.1	- .1	1.0	- .3	1.3
Geophysical Activities	.2	-	.2	-	.2	-	.2
Mission Support Forces	42.9	+3.4	46.3	-1.6	44.7	+ .5	44.2
Reserve Components Support	5.2	- .4	4.8	-	4.8	- .5	5.3
Base Operating Support	26.7	+5.2	31.9	-1.5	30.4	+1.8	28.6
Force Support Training	5	+ .2	.7	-	.7	+ .1	.6
Command	10.5	-1.6	8.9	-	8.9	- .8	9.7
Central Support Forces	122.8	+1.5	124.3	+1.5	125.8	+2.5	123.3
Base Operating Support	17.9	+2.3	20.2	+ .7	20.9	+3.9	17.0
Medical Support	31.0	+ .4	31.4	+ .2	31.6	+1.4	30.2
Personnel Support	14.6	+ .3	14.9	-1.4	13.5	+1.6	15.1
Individual Training	44.4	- .3	44.1	- .7	44.8	- .1	44.9
Command	8.5	- .5	8.0	+ .6	8.6	+ .4	8.2
Logistics	6.0	- .4	5.6	+ .6	6.2	-1.5	7.7
Federal Agency Support	.3	- .1	.2	-	.2	-	.2
Subtotal-Force Structure Allowance	660.8	-5.9	654.9	+5.0	659.7	+3.6	656.1
Individuals	137.7	10.4	127.3	-12.3	115.0	-17.9	132.9
Transients	28.6	-1.2	27.4	+2.8	30.2	+2.0	28.2
Patients, Prisoners & Holders	3.2	+3.2	6.4	-3.1	3.3	-1.8	5.1
Trainees & Students	101.9	-12.7	89.2	-11.7	77.5	-17.8	95.3
Cadets	4.3	-	4.3	- .3	4.0	- .3	4.3
TOTAL ^{3/}	790.0	7.8	782.2	-7.6	774.6	-14.4	789.0

NOTE:

1/ TQ Column of FY 77 DMR.

2/ FY 77 Column of FY 78 DMR.

3/ 31 Mar 77 actuals not shown as 15 Apr 77 DPPC restructure was incorporated in report.

NAVY MILITARY STRENGTH BY DPPC
(In Thousands)

	FY TQ AUTH/	→ Δ	FY TQ (30 Sep 76) ACTUAL	→ Δ	FY 1/77 (31 Dec 76) ACTUAL	→ Δ	FY 2/77 (31 Mar 77) ACTUAL	← Δ	FY 4/77 (30 Sep 77) AUTH/
Strategic Forces	20.2	+1	20.3	+4	19.9	+6	20.5	-4	20.9
Strategic Offensive Forces	18.5	+3	18.8	-2	18.6	+6	19.2	+1	19.1
Strategic Defensive Forces	*	-	-	-	-	-	-	-	-
Strategic Control & Surveillance	1.7	-2	1.5	-2	1.3	-	1.3	-5	1.8
General Purpose Forces	239.4	-7.2	232.2	+4.0	236.2	+5.8	242.0	-3.7	245.7
Land Forces	2.8	-1	2.7	-	2.7	+1	2.8	-2	3.0
Tactical Air Forces	64.9	-5.0	59.9	+1.6	61.5	+8	62.3	-5.0	67.3
Naval Forces	171.3	-2.0	169.3	+2.5	171.8	+4.8	176.6	+1.5	175.1
Mobility Forces	.3	-	.3	-	.3	-	.3	-	.3
Auxiliary Forces	29.7	-2.4	27.3	-5	26.8	+6	27.4	-2.2	29.6
Intelligence	9.6	-4	9.2	-1	9.1	+1	9.2	-1	9.3
Centrally Managed Communications	10.9	-1.3	9.6	-2	9.4	+3	9.7	-1.0	10.7
Research & Development	6.8	-9	5.9	-1	5.8	-	5.8	-9	6.7
Support to Other Nations	.5	-	.5	+1	.6	+1	.7	-3	1.0
Geophysical Activities	2.0	-	2.0	-	2.0	-	2.0	-	2.0
Mission Support Forces	68.9	-7.7	61.2	-1.6	59.6	+8	60.4	-2.2	62.6
Reserve Components Support	8.0	-8	7.2	+1	7.3	+1	7.4	-1.0	8.4
Base Operating Support	35.7	-4.3	31.4	-2.3	29.1	+2	29.3	-3	29.6
Force Support Training	13.0	-1.3	11.7	+2	11.9	+5	12.4	-1.0	13.4
Command	12.2	-1.3	10.9	+4	11.3	-	11.3	+1	11.2
Central Support Forces	85.8	-4.5	81.3	+2.9	84.2	-9	83.3	-	83.3
Base Operating Support	2.6	-	2.6	-1	2.7	-1	2.6	-1	2.7
Medical Support	21.5	+1.3	22.8	-1	22.7	-1	22.6	+1.0	21.6
Personnel Support	7.3	-4	6.9	-	6.9	-	6.9	-5	7.4
Individual Training	36.9	-4.5	32.4	-	32.4	+2	32.6	-1.6	34.2
Command	9.0	+1	9.1	-	9.1	-1	9.0	+1	8.9
Logistics	7.5	-1.0	6.5	+3	9.5	-9	8.6	+9	7.5
Federal Agency Support	1.0	-1	.9	-	.9	-	.9	-2	1.1
Subtotal-Force Structure Allowance	443.0	-20.8	422.2	+4.5	426.7	+6.9	433.6	-8.5	442.1
Individuals	93.7	+11.7	105.4	-3.7	101.7	-8.9	92.8	-1.0	93.8
Transients	26.6	-1.0	25.6	+7	26.3	-6.2	20.1	-6.6	26.7
Patients, Prisoners & Holders	4.7	+2.3	7.0	-2.6	4.4	+2	4.6	-1.5	6.1
Trainees & Students	58.1	+10.3	68.4	-1.8	55.5	-2.7	63.9	+7.2	56.7
Cadets	4.4	-	4.4	-1	4.3	-1	4.2	-2	4.4
TOTAL	537.4	-9.8	527.6	+9	528.5	-2.1	576.4	-9.6	536.0

NOTE:

1/ TQ Column of FY 77 DMRR

2/ FY 77 Column of FY 78 DMRR

* Fewer than 50

MARINE CORPS MILITARY STRENGTH BY DPPC
(In Thousands)

	FY 77 AUTH ^{1/}	FY 76 ACTUAL	FY 76 ACTUAL	FY 77 ACTUAL	FY 77 AUTH ^{2/}
Strategic Forces	*	-	-	-	*
Strategic Offensive Forces	-	-	-	-	-
Strategic Defensive Forces	*	-	-	-	*
Strategic Control & Surveillance					
General Purpose Forces	109.6	-4.5	105.1	105.6	108.0
Land Forces	80.9	-1.9	80.0	77.9	79.8
Tactical Air Forces	28.2	-3.6	24.6	27.2	27.7
Naval Forces	.5	-	.5	.5	.5
Mobility Forces	-	-	-	-	-
Auxiliary Forces	2.0	-2	1.8	1.9	1.9
Intelligence	1.1	-1.1	1.0	1.0	1.0
Centrally Managed Communications	*	*	*	*	*
Research & Development	.8	-1	.7	.8	.8
Support to Other Nations	*	-	-	-	-
Geophysical Activities	*	-	*	*	*
Mission Support Forces	22.4	+1	22.5	22.0	19.7
Reserve Components Support	.5	-2	.3	.3	.3
Base Operating Support	17.8	-2	18.0	17.8	15.6
Force Support Training	2.8	-	2.8	2.7	2.5
Command	1.3	+1	1.4	1.3	1.3
Central Support Forces	21.7	+1.1	22.8	22.4	22.6
Base Operating Support	4.4	-	4.4	4.6	4.4
Medical Support	-	-	-	-	-
Personnel Support	2.8	+1.1	3.9	3.7	4.1
Individual Training	8.0	+1.7	8.7	8.0	8.3
Command	4.3	-1.5	3.8	3.7	3.6
Logistics	.9	-1	.8	.9	.9
Federal Agency Support	1.3	-	1.3	1.4	1.3
Subtotal-Force Structure Allowance	155.7	-3.5	152.2	152.0	152.2
Individuals	40.3	-2.8	37.5	36.4	39.8
Transients	11.6	-2.0	9.6	13.1	8.7
Patients, Prisoners & Holders	1.3	+1.2	2.5	2.2	4.2
Trainees & Students	27.3	2.0	25.3	21.1	26.9
Cadets	-	-	-	-	-
Total ^{3/}	196.0	-6.3	189.8	188.4	192.0

F-5

NOTE:

^{1/} To Column of FY 77 DMRR.

^{2/} FY 77 Column of FY 78 DMRR.

^{3/} 31 Mar 77 actuals not shown, as 15 Apr 77 DPPC restructure was incorporated in report.

* Fewer than 50.

AIR FORCE MILITARY STRENGTH BY DPPC
(in Thousands)

	FY 77 AUTH ^{1/}	FY 76 TO (30 SEP 76) Δ	FY 77 (31 DEC 76) Δ	FY 77 (31 MAR 77) ACTUAL	FY 77 (30 SEP 77) AUTH ^{2/}
Strategic Forces	78.9	+4.9	-2.2	81.6	+6.4
Strategic Offensive Forces	56.1	+4.2	-1.9	59.2	+4.4
Strategic Defensive Forces	12.7	+1.1	-1.2	12.6	+1.3
Strategic Control & Surveillance	10.2	+1.5	-1.1	10.6	+1.7
General Purpose Forces	114.6	-1.2	+1.5	114.9	-3.4
Land Forces	76.9	-4.0	+1.8	74.7	-4.6
Tactical Air Forces	37.7	+2.8	-1.3	40.2	+1.2
Naval Forces					
Mobility Forces					
Auxiliary Forces	66.6	-1.5	-1.3	64.8	+1.4
Intelligence	21.2	-1.8	-1.4	19.0	-1.9
Centrally Managed Communications	18.0	+1.7	-1.5	18.2	+1.3
Research & Development	17.2	+1.6	-1.2	16.6	+1.5
Support to Other Nations	1.2	+1.3	+1.5	2.0	+1.1
Geophysical Activities	9.0	-1.3	-1.7	8.0	+1.5
Mission Support Forces	153.1	+5.0	-2.5	155.6	+5.0
Reserve Components Support	115.0	+5.0	-2.1	117.9	+5.9
Base Operating Support	17.5	+1.1	-1.6	16.6	-1.5
Force Support Training	20.1	-1.0	-1.5	18.6	+1.2
Command					
Central Support Forces	104.3	-2.9	-1.7	99.7	+5.8
Base Operating Support	19.9	+1.0	-1.2	20.7	+4.3
Medical Support	34.0	-1.6	-1.1	32.3	+1.8
Personnel Support	6.0	+1.9	-1.1	6.8	-1.2
Individual Training	26.1	-2.5	-1.2	22.4	+1.7
Command	13.5	-1.4	-1.3	12.8	+1.3
Logistics	4.5	-1.2	-1.7	4.3	+1.1
Federal Agency Support	1.3	-1.1	-1.2	1.2	-1.1
Subtotal-Force Structure Allowance	517.6	+5.3	-6.3	516.6	+14.3
Individuals	66.4	-6.3	+3.0	63.1	-4.3
Transients	22.9	-2.0	+1.2	22.1	+1.0
Patients, Prisoners & Holders	38.5	+1.1	+1.0	35.7	-3.1
Trainees & Students	4.2	-4.6	+1.8	4.3	-4.2
Cadets		+1.2	-1.1		-1.1
TOTAL	584.0	-1.9	-3.4	579.7	+10.0

NOTE:

1/ TO Column of FY 77 DMRR.

2/ FY 77 Column of FY 78 DMRR.

Appendix G

DRAFT MEMORANDUM FOR DPPC MANPOWER STRENGTH REPORT

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D R A F T

MEMORANDUM FOR: Assistant Secretary of Defense (Comptroller)
Assistant Secretaries of the Military Departments
(Manpower & Reserve Affairs)
Director, Joint Staff
Directors, Defense Agencies
President, Uniformed Services University of the Health
Sciences

SUBJECT: Quarterly Report of Military and Civilian Manpower Strengths
by Defense Planning and Programming Category (DPPC)
(RCS-DD-M(Q) 1356)

This memorandum establishes modified procedures for submission of subject report. It supersedes the ASD(M&RA) memorandum of 12 September 1974, subject: Quarterly Report of Active Manpower Strengths by DoD Manpower Program Categories, and the ASD(M&RA) memorandum of 1 October 1976, subject: Quarterly Report of Military and Civilian Manpower Strengths by Defense Planning and Programming Category.

The quarterly Report of Military and Civilian Manpower Strengths by DPPC has presented continuing problems, both from a preparation standpoint and because there are generally significant variances between reported strengths and strength projections as they appear in the Defense Manpower Requirements Report. As a principal recipient of this information, the Senate Armed Services Committee staff has recently suggested that continuing deviations between actual strength and Congressional authorizations by major DPPC could be the basis for establishment of reprogramming restrictions similar to those currently applied to budget authority by the appropriations committees. Variances between actual and authorized strength, especially apparent shortages in mission categories and overages in support categories, can also be a factor in congressional strength reductions.

As part of the Manpower Program Procedures Project announced by ASD(M&RA) memorandum of 27 April 1977, this problem has been examined in considerable detail. It is recognized that differences between actual strength (for intermediate quarters or end year) and programmed may be caused by a variety of conditions such as:

- Authorizations at intermediate points which vary from end year positions.
- Fluctuations in gains, losses and PCS move patterns.
- Program element (PE) changes reflected in the FYDP which have not yet been incorporated in unit authorization documents and/or personnel accounting systems.
- Factoring of actual strength as a basis for estimating PE distributions when actual PEs are unknown.
- Authorization changes reflected in the FYDP but not reflected in unit authorization documents and vice versa.
- Short-lead-time authorization changes to which personnel training and assignment systems have been unable to respond.
- Over and under assignment of manpower against authorizations, and
- Reporting errors in manpower authorization systems, personnel accounting systems, or both.

Consistent and accurate reporting is a critical issue both from a program evaluation and presentation standpoint. When variances between programmed and actual strength are valid, sound explanations are required to prevent misinterpretation by all levels of review. When actual assignment or reporting problems are found to exist, corrective action needs to be taken. For these reasons, a decision has been made to modify current reporting procedures for active duty military and civilians to require explanations for any variance between actual and authorized

strength which exceeds $\pm 1\%$ by major DPPC grouping (Strategic Forces, General Purpose Forces, Auxiliary Forces, etc.). Explanations should normally accompany the report. To avoid delays in submission, however, variances for which causes are not immediately apparent may be researched further and supplemental explanations submitted within 30 days after reports are due. In either case, when variances are believed to involve system problems or reporting errors, your plans for corrective action should be indicated.

It is recognized that these procedures will impose some additional burdens on your staffs, especially for the first few submissions. Nevertheless, the potential consequences of real or apparent manning imbalances between combat and support units are sufficient to warrant this extra effort.

The revised report format and preparation instructions are enclosed. RCS DD-M(Q) 1356 applies. We are currently developing automated procedures for storage and analysis of trend data on actual versus programmed strength by DPPC. In addition, capability to extract quantitative data for this report directly from service data provided to the Defense Manpower Data Center is currently being developed. When this capability is operational, the enclosed procedures will be modified. However, provisions for service/agency review and explanation of variances can be expected to be retained.

Instructions for Preparation of Quarterly Report
Of Military and Civilian Manpower Strengths By
Defense Planning and Programming Categories

1. Format: Four formats are enclosed, one each for active military personnel, selected reserves, direct-hire civilian, and indirect-hire civilian end strengths.
2. Definitions:
 - a. Defense Planning and Programming Category PE assignments are specified in Memorandum, OASD(MRA&L), Subject: Program Element Assignment to Defense Planning and Programming Category, August , 1977 (encl). These assignments are updated as PE structure changes occur.
 - b. Actual strength is the on-board strength as of the last day of the month for the quarter being reported (i.e., December 31, March 31, June 30, and September 30). Actual strengths reported should be consistent with the end fiscal year authorization. For example, actual military strengths should exclude reserve component personnel on statutory tour of active duty and civil works personnel; direct-hire civilian strengths exclude disadvantaged youth employment programs.
 - c. End Fiscal Year Authorization is the manpower authorization for the end of the current fiscal year arrayed by DPPC. Quarterly reports of all components will reflect as authorized strengths the end strengths in the current year column of the Defense Manpower Requirements Report.
 - d. Average Fiscal Year Authorization is the Congressional authorization for the current fiscal year.
 - e. Variance is the difference between actual strength as defined in b and authorized strength as defined in c.
3. Administrative Guidance
 - a. Actual strengths will be reported in whole numbers. Authorized strengths may be rounded to the nearest hundred as shown in the Defense Manpower Requirements Report.
 - b. Military personnel assigned outside the parent service will be reported by that service. Defense agencies will report only civilian strengths.

- c. Reserve Component strengths will be reported in consonance with RCS: DD-M(M) 1147, 1148, and 1149.
- d. National Guard and Reserve civilian technicians will be reported by parenthetical entry for the end fiscal year quarterly report.
- e. Include, as an addendum to this report, detailed explanations for any variance exceeding $\pm 1\%$ by major DPPC grouping. Variance explanations requiring additional research may be submitted within 30 days after report due dates. When variances are the result of apparent reporting errors or other systemic problems, contemplated corrective action should be indicated.
- f. You will note that the variance explanation requirement does not affect Format 2 Guard/Reserve Military Manpower Strength.
- g. The report in hard copy will be submitted to the ASD(MRA&L), Attn: ODASD(P&R) Programs Directorate, to arrive no later than 45 calendar days after the close of the reporting period (i.e., November 15, February 15, May 15, and August 15).

Service
Active Military Manpower Strength

	<u>Actual As of</u> <u>(Date)</u>	<u>End FY(Specify)</u> <u>Authorization</u>	<u>Variance</u> ^{1/}
<u>Strategic Forces - Total</u>			1/
Strategic Offensive Forces			
Strategic Defensive Forces			
Strategic Control & Surveillance Forces			
<u>General Purpose Forces - Total</u>			1/
Land Forces			
Tactical Air Forces			
Naval Forces			
Mobility Forces			
<u>Auxiliary Forces - Total</u>			1/
Intelligence			
Centrally Managed Communications			
Research and Development			
Support to Other Nations			
Geophysical Activities			
<u>Mission Support Forces - Total</u>			1/
Base Operating Support			
Force Support Training			
Management Headquarters			
<u>Central Support Forces - Total</u>			1/
Base Operating Support			
Medical Support			
Personnel Support			
Individual Training			
Logistics			
Centralized Support Activities			
Management Headquarters			
Federal Agency Support			
<u>Subtotal - Force Structure Allowance</u>			
<u>Individuals - Total</u>			1/
Transients			
Patients, Prisoners, and Holders			
Trainees, Students, and Cadets			
<u>Over/Understrength</u>			
<u>Total</u>			
Officers			
(Warrant Officers included)			
Enlisted			

1/ Provide explanation for each variance exceeding ±1% by major DPPC grouping.

Contact: (Name, Office, Telephone Extension)
Date Prepared:

Service
Guard/Reserve Military Manpower Strength

	<u>Actual As Of</u> <u>(Date)</u>	<u>End</u> <u>FY (Specify)</u>	<u>Average</u> <u>Fiscal Year</u>
<u>Strategic Forces - Total</u>	<u> </u>	<u> </u>	<u> </u>
Strategic Offensive Forces	<u> </u>	<u> </u>	<u> </u>
Strategic Defensive Forces	<u> </u>	<u> </u>	<u> </u>
Strategic Control & Surveillance Forces	<u> </u>	<u> </u>	<u> </u>
<u>General Purpose Forces - Total</u>	<u> </u>	<u> </u>	<u> </u>
Land Forces	<u> </u>	<u> </u>	<u> </u>
Tactical Air Forces	<u> </u>	<u> </u>	<u> </u>
Naval Forces	<u> </u>	<u> </u>	<u> </u>
Mobility Forces	<u> </u>	<u> </u>	<u> </u>
<u>Auxiliary Forces - Total</u>	<u> </u>	<u> </u>	<u> </u>
Intelligence	<u> </u>	<u> </u>	<u> </u>
Centrally Managed Communications	<u> </u>	<u> </u>	<u> </u>
Research and Development	<u> </u>	<u> </u>	<u> </u>
Support to Other Nations	<u> </u>	<u> </u>	<u> </u>
Geophysical Activities	<u> </u>	<u> </u>	<u> </u>
<u>Mission Support Forces - Total</u>	<u> </u>	<u> </u>	<u> </u>
Base Operating Support	<u> </u>	<u> </u>	<u> </u>
Force Support Training	<u> </u>	<u> </u>	<u> </u>
Management Headquarters	<u> </u>	<u> </u>	<u> </u>
<u>Central Support Forces - Total</u>	<u> </u>	<u> </u>	<u> </u>
Base Operating Support	<u> </u>	<u> </u>	<u> </u>
Medical Support	<u> </u>	<u> </u>	<u> </u>
Personnel Support	<u> </u>	<u> </u>	<u> </u>
Individual Training	<u> </u>	<u> </u>	<u> </u>
Logistics	<u> </u>	<u> </u>	<u> </u>
Centralized Support Activities	<u> </u>	<u> </u>	<u> </u>
Management Headquarters	<u> </u>	<u> </u>	<u> </u>
Federal Agency Support	<u> </u>	<u> </u>	<u> </u>
<u>Subtotal - Force Structure Allowance</u>	<u> </u>	<u> </u>	<u> </u>
<u>Individuals - Total</u>	<u> </u>	<u> </u>	<u> </u>
Transients	<u> </u>	<u> </u>	<u> </u>
Patients, Prisoners, and Holdees	<u> </u>	<u> </u>	<u> </u>
Trainees, Students, and Cadets	<u> </u>	<u> </u>	<u> </u>
<u>Over/Understrength</u>	<u> </u>	<u> </u>	<u> </u>
<u>Total</u>	<u> </u>	<u> </u>	<u> </u>
Officers	<u> </u>	<u> </u>	<u> </u>
(Warrant Officers included)	<u> </u>	<u> </u>	<u> </u>
Enlisted	<u> </u>	<u> </u>	<u> </u>

1/ Provide explanation for each variance exceed $\pm 1\%$ by major DPPC grouping.

Contact: (Name, Office, Telephone Extension)

Date Prepared:

Service or Agency
Direct-Hire Civilian Strength

	<u>Actual As Of</u> <u>(Date)</u>	<u>End FY(Specify)</u> <u>Authorization</u>	<u>Variance</u> ^{1/}
<u>Strategic Forces - Total</u>			1/
Strategic Offensive Forces			
Strategic Defensive Forces			
Strategic Control & Surveillance Forces			
<u>General Purpose Forces - Total</u>			1/
Land Forces			
Tactical Air Forces			
Naval Forces			
Mobility Forces			
<u>Auxiliary Forces - Total</u>			1/
Intelligence			
Centrally Managed Communications			
Research and Development			
Support to Other Nations			
Geophysical Activities			
<u>Mission Support Forces - Total</u>			1/
Base Operating Support			
Force Support Training			
Management Headquarters			
<u>Central Support Forces - Total</u>			1/
Base Operating Supprt			
Medical Support			
Personnel Support			
Individual Training			
Logistics			
Centralized Support Activities			
Management Headquarters			
Federal Agency Support			
<u>Total</u>			

1/ Provide explanation for each variance exceeding ±1% by major DPPC grouping.

Contact: (Name, Office, Telephone Extension)

Date Prepared:

FORMAT 3

Service or Agency
Indirect-Hire Civilian Strength

	<u>Actual As Of</u> <u>(Date)</u>	<u>End Fiscal Year</u> <u>Authorization</u>	<u>Variance</u> ^{1/}
<u>Strategic Forces - Total</u>			1/
Strategic Offensive Forces			
Strategic Defensive Forces			
Strategic Control & Surveillance Forces			
<u>General Purpose Forces - Total</u>			1/
Land Forces			
Tactical Air Forces			
Naval Forces			
Mobility Forces			
<u>Auxiliary Forces - Total</u>			1/
Intelligence			
Centrally Managed Communications			
Research and Development			
Support to Other Nations			
Geophysical Activities			
<u>Mission Support Forces - Total</u>			1/
Base Operating Support			
Force Support Training			
Management Headquarters			
<u>Central Support Forces - Total</u>			1/
Base Operating Support			
Medical Support			
Personnel Support			
Individual Training			
Logistics			
Centralized Support Activities			
Management Headquarters			
Federal Agency Support			
<u>Total</u>			

Contact: (Name, Office, Telephone
Extension)

Date Prepared:

^{1/} Provide explanation for each
variance exceeding ±1% by major
DPPC grouping.

FORMAT 4

Appendix H

DPPC MANAGEMENT REPORTS

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DPPC MANAGEMENT REPORTS

1. The OSD maintained MULTICS file provides the means for storing information gathered from individual military service and Defense agency quarterly reports of manpower strengths by DPPC. Currently MULTICS is programmed to provide detailed breakout by DPPC with variances for a single quarter as shown at Tab A. The MULTICS can supply additional reports, with minor changes, as depicted at Tab B.

Format 1 shows the current display expanded to include prior quarterly reports. This expansion provides a summary of actual strength trend analysis for management use. The variance and trends can be related by quarter against prior year variances and end of the year authorizations, thus providing additional insight into the nature and extent of potential problems.

Format 2 is a second display which further maximizes the analytical potential of the MULTICS. Codes for variance type could be entered into the automated system once the services have been required to submit explanations for differences between authorized and actual strength.

Format 3 is an expansion of Format 1 which provides detail below major DPPC grouping.

2. A schematic of how the quarterly manpower report and resulting variance explanations can be utilized is shown at Tab C. We will work closely with your office in further development of report formats for management use.

3. When the Defense Manpower Data Center develops a capability to produce the quarterly strength report by DPPC from their files, arrangements should be made to receive direct input into MULTICS files in machine readable form. At this point provisions may also be made to receive from services/agencies coded variance explanation of the type illustrated in Format 2.

Enclosures (3)

AF Act Military	Actual	Auth	Diff fm Auth	Pct Diff
Strategic Forces	82,900	76,500	6,400	8,400
Strategic Offensive Forces	59,200	54,900	4,300	7,800
Strategic Defensive Forces	12,900	11,600	1,300	11,200
Strategic Control & Surveillance	10,800	10,100	0,700	6,900
General Purpose Forces	118,200	121,600	-3,400	-2,800
Tactical Air Forces	77,700	82,300	-4,600	-5,600
Mobility Forces	40,500	39,300	1,200	3,100
Intelligence	19,100	20,000	-0,900	-4,500
Centrally Managed Communications	18,400	17,100	1,300	7,600
Research & Development	16,700	16,100	0,600	3,700
Support to Other Nations	2,400	3,500	-1,100	-31,400
Geophysical Activities	8,800	8,300	0,500	6,000
Mission Support Forces	156,800	151,800	5,000	3,300
Base Operating Support (MSF)	119,200	113,800	5,400	4,700
Force Support Training	18,600	19,100	-0,500	-2,600
Command (MSF)	18,500	18,300	0,200	1,100
Central Support Forces	100,300	97,100	3,200	3,300
Base Operating Support (CSF)	20,400	16,100	4,300	26,700
Medical Support	33,100	32,300	0,800	2,500

Personnel Support	6,900	7,100	-0,200	-2,800
Individual Training	22,600	24,500	-1,900	-7,800
Command (CSF)	12,800	12,500	0,300	2,400
Federal Agency Support	0,200	0,300	-0,100	-33,300
Subtotal-Force Structure Allowance	523,600	512,000	11,600	2,300
Individuals	57,400	59,000	-1,600	-2,700
Trainees	19,600	18,600	1,000	5,400
Trainees & Students	32,600	35,100	-2,500	-7,100
Cadets	4,200	4,300	-0,100	-2,300
Total	581,000	571,000	10,000	1,800

Tab A

AIR FORCE MILITARY STRENGTH BY DPPC GROUPING
(In Thousands)

Variance Between Actual Strengths

	FY TQ		FY TQ		FY 1/77		FY 2/77		FY 4/77	
	Auth	Variance	Actual	Trend	Actual	Trend	Actual	Variance	Auth	Variance
Strategic Forces	78.9	+4.9	83.8	-2.2	81.6	+1.3	82.9	+6.4	76.5	
General Purpose Forces	114.6	-1.2	113.4	+1.5	114.9	+3.3	118.2	-3.4	121.6	
Auxiliary Forces	66.6	- .5	66.1	-1.3	64.8	+ .6	65.4	+ .4	65.0	
Mission Support Forces	153.1	+5.0	158.1	-2.5	155.6	+1.2	156.8	+5.0	151.8	
Central Support Forces	104.3	-2.9	101.4	-1.7	99.7	+ .6	100.3	+5.8	94.5	
Subtotal	517.5	+5.4	522.9	-6.3	516.6	+7.0	523.6	+14.3	509.3	
Individuals	66.4	-6.3	60.1	+3.0	63.1	-5.7	57.4	-4.3	61.7	
Total	584.0	-.9	583.1	-3.4	579.7	+1.3	581.0	+10.0	571.0	

AIR FORCE MILITARY STRENGTH BY DPFC GROUPING
(in Thousands)
VARIANCE BETWEEN ACTUAL & AUTHORIZED STRENGTH WITH VARIANCE CODE

	End 77 Auth	1st Quarter			2nd Quarter			3rd Quarter			4th Quarter		
		Actual	Variance	Variance Code	Actual	Variance	Variance Code	Actual	Variance	Variance Code	Actual	Variance	Variance Code
Strategic Forces	76.5	81.6	5.1	F	82.9	6.4	FG						
General Purpose Forces	121.6	114.9	-6.7	A	118.2	-3.4	A						
Auxiliary Forces	65.0	64.8	-.2		65.4	.4							
Mission Support Forces	151.8	155.6	3.8	G	156.8	5.0	G						
Central Support Forces	94.5	99.7	5.2	D	100.3	5.8	D						
Subtotal	509.3	516.6	7.3		523.6	14.3							
Individuals	61.7	63.1	1.4	B	57.4	-4.3	H						
Total	571.0	579.7	8.7		581.0	10.0							

Variance Codes: A = intermediate quarter authorizations vary from end year position (not usable as 4th quarter explanation).
B = temporary overmanning due to seasonal gain/loss and PCS move patterns (not usable as 4th quarter explanation).
C = temporary undermanning due to seasonal gain/loss and PCS move patterns (not usable as 4th quarter explanation).
D = PE changes reflected in end year authorization not yet incorporated in unit authorization documents and/or personnel accounting systems.
E = authorization changes reflected in Manpower Report not yet incorporated in unit authorization documents.
F = changes incorporated in unit authorization documents subsequent to publication of Manpower Report.
G = overages due to inability of personnel system to respond to authorization reductions.
H = shortages due to inability of personnel system to respond to authorization increases.
I = overage due to unplanned fluctuation in gain/loss and PCS move patterns.
J = shortage due to unplanned fluctuation in gain/loss and PCS move patterns.
K = planned overmanning against authorization (for reasons other than seasonal fluctuations or overages).
L = planned undermanning against authorizations (for reasons other than seasonal fluctuations or shortages).
M = suspected reporting error, manpower authorization system.
N = confirmed reporting error, manpower authorization system.
O = suspected reporting error, personnel accounting system.
P = confirmed reporting error, personnel accounting system.
Q = other
X = explanation not furnished or overdue.

Tab B
Sample Format 2

ARMY MILITARY STRENGTH BY DPPC
(In Thousands)

	FY 77 AUTH ^{1/}	→ Δ	FY 76 (30 Sep 76) ACTUAL	→ Δ	FY 76 (31 Dec 76) ACTUAL	← Δ	FY 77 (30 Sep 77) AUTH ^{2/}
Strategic Forces							
Strategic Offensive Forces	1.0	-4	-6	-2	-4	-2	.6
Strategic Defensive Forces	.3	-2	.1	-1	-	-	*
Strategic Control & Surveillance	.6	-1	.5	-2	.3	-3	.6
General Purpose Forces							
Land Forces	466.7	-7.7	459.0	+5.3	464.3	+1.2	463.1
Tactical Air Forces	466.1	-7.6	458.5	-	463.2	+1.3	462.5
Naval Forces	-	-	-	-	-	-	-
Mobility Forces	.6	-1	.5	-	.5	-1	.6
Auxiliary Forces							
Intelligence	27.4	-2.8	24.6	-1	24.5	-4	24.9
Centrally Managed Communications	9.6	-4	9.2	-3	9.5	+1.1	8.4
Research & Development	8.4	-4	8.0	-3	7.7	-1	7.8
Support to Other Actions	7.6	-1.3	6.3	-2	6.1	-1.0	7.1
Geophysical Activities	1.6	-5	1.1	-1	1.0	-3	1.3
	.2	-	.2	-	.2	-	.2
Mission Support Forces							
Reserve Components Support	42.9	+3.4	46.3	-1.6	44.7	+5	44.2
Base Operating Support	5.2	-4	4.8	-	4.8	-5	5.3
Force Support Training	26.7	+5.2	31.9	-1.5	30.4	+1.8	28.6
Command	.5	+2	.7	-	.7	+1	.6
	10.5	-1.6	8.9	-	8.9	-8	9.7
Central Support Forces							
Base Operating Support	122.8	+1.5	124.3	+1.5	125.8	+2.5	123.3
Medical Support	17.9	+2.3	20.2	+7	20.9	+3.9	17.0
Personnel Support	31.0	+4	31.4	+2	31.6	+1.4	30.2
Individual Training	14.6	-1.4	14.9	-7	13.5	+1.6	15.1
Command	44.4	-3	44.1	-7	44.8	-1	44.9
Logistics	8.5	-5	8.0	+6	8.6	+4	8.2
Federal Agency Support	6.0	-4	5.6	+6	6.2	-1.5	7.7
	.3	-1	.2	-	.2	-	.2
Subtotal-Force Structure Allowance	660.8	-5.9	654.9	+5.0	659.7	+3.6	656.1
Individuals							
Transients	137.7	10.4	127.3	-12.3	115.0	-17.9	132.9
Patients, Prisoners & Holdes	28.6	-1.2	27.4	+2.8	30.2	+2.0	28.2
Trainees & Students	101.9	+3.2	6.4	-3.1	3.3	-1.8	5.1
Cadets	4.3	-12.7	89.2	-11.7	77.5	-17.8	95.3
		-	4.3	-3	4.0	-3	4.3
TOTAL^{3/}	790.0	7.8	782.2	-7.6	774.6	-14.4	789.0

NOTE:

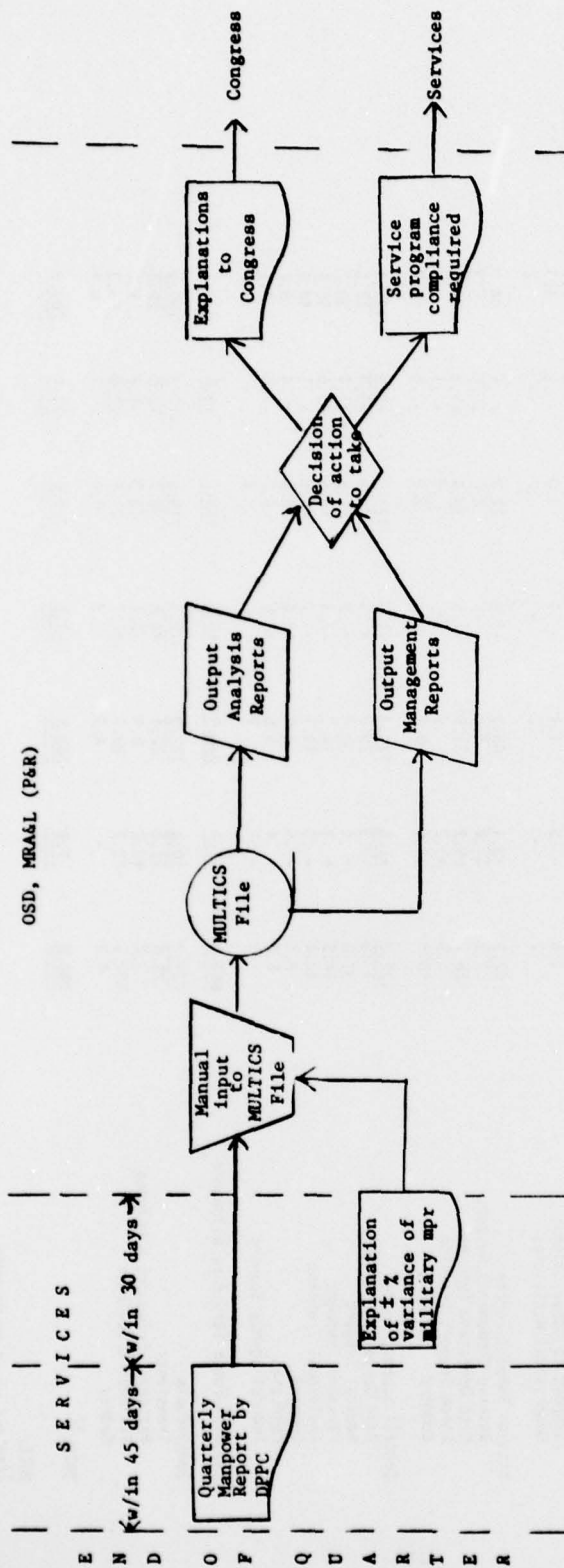
1/TQ Column of FY 77 DMR.

2/FY 77 Column of FY 78 DMR.

3/31 Mar 77 actuals not shown as 15 Apr 77 DPPC restructure was incorporated in report.

* fewer than 50.

Tab B
Sample Format 3



Schematic of Manpower Reporting and Control

Appendix I

DRAFT DoDI FOR DPPC MANAGEMENT



NUMBER

DATE

ASD(MRA&L)

Department of Defense Instruction

SUBJECT

Defense Planning and Programming Categories

Reference(s)

- (a) DoDI 7045.7, "The Planning, Programming, and Budgeting System," October 29, 1969
- (b) DoDD 7000.1, "Resource Management Systems of the Department of Defense," August 22, 1966
- (c) DoDI 5000.12, "Data Elements and Data Codes Standardization Procedures," April 27, 1965

A. PURPOSE

This instruction establishes the responsibility for management of the Defense Planning and Programming Category (DPPC) structure and definitions. The DPPC provide additional resource visibility within the Defense Planning, Programming and Budgeting System; facilitate DoD management of those resources; and support justification of Defense requirements.

B. APPLICABILITY AND SCOPE

The provisions of this instruction apply to the Office of the Secretary of Defense, the Organization of the Joint Chiefs of Staff (OJCS), the military departments and Defense agencies.

C. REQUIREMENT

The DPPC are an alternative array of program elements that permit resources for auxiliary activities, sustaining base functions and individuals to be aggregated separately from strategic and tactical mission forces. As such, they are a supplement to the basic Five Year Defense Program (FYDP) structure in which all mission and support resources are assigned to the major Defense program with which they are most directly identifiable and measurable. The DPPC are used for portraying force data in the FYDP and resource data in Program Objective Memoranda budget justification materials and the Defense Manpower Requirements Report.

D. RESPONSIBILITIES

1. ASD(MRA&L) will maintain and periodically publish the official dictionary of DPPC definitions and program element assignments to DPPC. ASD (MRA&L) will also review all proposed changes to the DPPC structure for purposes of assessing impact on the Defense Manpower Requirements Report and related presentations to the Congress.

2. ASD(C) will insure that all FYDP structure changes are reviewed by MRA&L for impact on the DPPC structure, that DPPC identification is a part of all program element definitions incorporated in program change decisions (PCDs), and that program change requests (PCRs) or memoranda requesting DPPC changes are referred to ASD(MRA&L) for evaluation prior to PCD issuance.

3. All OSD offices, the OJCS, the military departments and the Defense agencies will conform to definitions and PE assignments as prescribed in approved PCDs and DoD listing of Defense planning and programming categories by program element and will request required DPPC changes in the manner prescribed below.

E. DPPC CHANGES

1. The stability of the DPPC is a matter of Congressional interest. Changes to the structure, including resource transfers among PE which also result in shifts amount DPPC, are to be minimized and will require detailed explanations.

2. OSD offices, OJCS, Defense agencies and military departments will normally submit requests for changes to DPPC definitions or program element assignments to DPPC by means of a PCR. Instructions for PCR submission are contained in DoDI 7045.7 (reference (a)). The minimum information to be included in a PCR involving DPPC restructure will be a full explanation of the need for the change, implementation date (FYDP update), effective date (normally FY1962), program element definition changes, a table relating old and new PEs and DPPC, and estimated resource quantity shifts among program elements and/or DPPC. Proposed DPPC changes impacting prescriptive DPPC definitions will include a justification and a markup of the current definition. Exceptions to the procedures must be authorized by ASD(MRA&L).

3. DPPC changes will be officially documented by PCDs, which will be the basis for update of the DPPC Dictionary by ASD(MRA&L).

F. EFFECTIVE DATE AND IMPLEMENTATION

The provisions of this instruction are effective immediately.

Appendix J

DRAFT CHANGE TO DoDD 1100.4

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NUMBER

DATE

ASD (MRA&L)

Department of Defense Instruction

SUBJECT

Guidance for Manpower Programs

Reference(s)

- (a) DoDD 5124.1, "Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics)," April 20, 1977
- (b) DoDD 1100.9, "Military-Civilian Staffing of Management Positions in the Support Activities," September 8, 1971
- (c) DoDD 1315.13, "Assignment of Military Personnel to the Office of the Secretary of Defense, Organization of the Joint Chiefs of Staff and the Defense Agencies," February 4, 1970
- (d) DoDD 1200.7, "Screening the Ready Reserve," November 23, 1974
- (e) through (j), see enclosure 1.

A. PURPOSE

The Assistant Secretary of Defense (MRA&L), in accordance with DoDD 5124.1 (reference (a)), is responsible for development of manpower programs to meet requirements; force structure analysis as related to quantitative and qualitative manpower requirements, manpower utilization, training, logistics and support; and administration of controls on military and civilian manpower strengths and military training student loads. The purpose of this directive is to prescribe the continuing general manpower policies under which the Department of Defense will operate; these policies are applicable to the Office of the Secretary of Defense, the Organization of the Joint Chiefs of Staff, Unified and Specified Commands, the military departments and the Defense agencies (hereinafter referred to collectively as DoD components).

B. OBJECTIVE

Accomplish approved national military objectives with a minimum of manpower so organized and employed as to provide required effectiveness and combat power. To this end, each DoD component shall seek optimum personnel utilization, maintain a high level of personnel performance and morale, and accomplish missions with a minimum number of personnel.

C. MANPOWER REQUIREMENTS/AUTHORIZATIONS

Each DoD component (including all reserve components) will establish manpower requirements/authorizations as constrained by guidance received in the planning, programming and budgeting (PPB) process. The highest priority will be assigned to requirements for the combat forces. Estimates of peacetime manpower requirements will be based on forecasts of programmed

workload and personnel (military and/or civilian) productivity. Historical, production and/or industrial engineering standards based on work measurement should be used in the determination of productivity trends.

D. PERSONNEL UTILIZATION

1. Management improvement programs will be pursued with a view toward correlating job requirements and personnel qualifications, preventing non-essential or marginal employment, and maintaining the grade requirement of each space consistent with the functions and responsibility thereof.

2. Civilian personnel will be used in positions which do not require military incumbents for reasons for law, training, security, discipline, rotation, or combat readiness, and which do not require a military background for successful performance of the duties involved.

3. Maximum stability of military personnel assignment and minimum rotation or turnover will be maintained to the extent consistent with requirements of training, readiness, and morale.

4. Optimum performance, standards and discipline will be sought at all levels. To this end, command authority will be maintained commensurate with responsibility. Officer and noncommissioned officer responsibility and prestige will be safeguarded by avoidance of over-centralization, over-supervision, or over-management.

5. No policy including fiscal policy will be established without full evaluation of its effect on morale and effectiveness of personnel.

6. Manning levels of staffs, headquarters, attache posts, and similar assignments will be maintained at lowest practicable levels.

7. The number of personnel in nonavailable status will be held as low as feasible. Specifically, time in training status and time spent awaiting transportation, assignment, or trial will be minimized.

8. Indigenous personnel will be utilized to the maximum extent practicable consistent with security and the necessity of maintaining a high state of readiness.

9. Necessary steps will be taken to avoid all types of dual staffing of positions and unnecessary layering of headquarters.

E. FACILITIES AND MATERIAL

In planning the establishment, activation, transfer, deployment or redeployment of DoD component activities and units, consideration will be given to availability of facilities, present or planned, for housing, training and support. The phasing of personnel, facilities, equipment, and materiel will be coordinated.

F. TRAINING

1. Training and education programs will be based on job requirements in the approved force structure, the number of available personnel qualified in each occupational specialty, and projected gains and losses in each skill and skill level.

2. The amount of training and education in expensive courses will be intensively managed to insure that the available inventory of trained personnel is fully utilized and that the requirement for trained personnel in each such skill is validated.

3. Training courses will be structured through task analysis of duties actually performed in operational units. Courses will contain only instruction in those tasks which can be taught most efficiently and effectively through formal courses; remaining tasks will be deferred to be learned through job experience. To the maximum feasible extent, on-the-job training, supported by appropriate instructional materials, will be used as a full or partial substitute for formal training. Techniques such as individually paced instruction will be used whenever feasible to minimize time spent in training status. Training equipment, such as flight simulators, will be used to improve the quality of training and to control training costs.

4. Training for enlisted personnel in their first term of enlistment and for officers in their initial term of obligated service will be restricted to the training required to allow them to perform capably the duties they will be assigned during that period of service. More advanced formal training will be provided only to personnel in, or accepted for, the career force.

5. Whenever analysis indicates that it would be cost effective, training will be conducted as consolidated joint or intercomponent training. Each proposed new course will be analyzed for consolidation potential before being initiated unilaterally by a single DoD component.

6. Participation in voluntary, off-duty training and education programs will be encouraged in order to improve the capability of personnel and satisfy legitimate personal aspirations for training and education.

7. Manpower and funding allocated to the training mission will be kept as low as feasible consonant with the objective of effective training.

G. RESERVE FORCES

1. The National Guard and Reserves, since the end of conscription, have become the primary option available to the President for quickly expanding military forces in a national emergency. These Reserve forces provide the majority of pretrained military manpower needed to fill the gap between current peacetime capability and full wartime requirement.

2. Contingency planning, particularly with regard to a conventional conflict in Europe, depends heavily on the mobilization potential of Reserve forces. Thus, to be useful, the Reserves must have high standards of readiness. Also, fiscal constraints do not permit us to man all required units with active manpower.

3. Total Force manpower requirements are derived from the sequency of threats, strategy, funds available, contingency plans, and accepted risk levels. A Total Force requirement is established for each service. Each determines how much of its validated force structure should come from the Active force and how much should come from the less expensive Reserve components. The capability of all units in the Total Force structure must be considered in order to execute defense strategy and to meet the threat effectively. As the strategic situation changes, so do Total Force requirements. Missions are shifted to the more economical Reserve forces when it is ascertained that they can perform them adequately and in accordance with mobilization plans. The Reserve component force structure is integrated with the Active force structure to constitute the Total Force.

4. DoDD 7180.1, Reference (h), directs the Secretaries of the military departments to "assure that Guard and Reserve forces are funded, equipped, manned and trained, and given sufficient logistical support, to insure their readiness for active duty and deployment in accordance with contingency plans." The Chiefs of the National Guard Bureau and the Reserve components will manage the funds appropriated by the Congress for their personnel, operations and maintenance, and construction. Diversions of resources originally budgeted for support of Guard or Reserve activities to other purposes will first be forwarded as requests for the personal approval of the Secretary of Defense.

5. Authorized strengths of the Reserve components, over the past few years, especially those of the Reserve ground forces, have reflected the ability or inability to recruit and retain sufficient personnel. As a result, wartime or peacetime requirements for personnel may not be attained. Improving the manning percentages, however, by reducing strength authorizations, is not an approved practice. This can lead to apparent "improvements" in manning by reductions in authorizations which are misleading and which deter from effective contingency and mobilization planning.

6. Active and Reserve units will make every effort to reduce the turnover of Reserve personnel and to bring enlisted and officer grade distribution within each component into balance with requirements.

7. Personnel participation in Reserve training programs in drill pay status will be limited to those personnel who meet armed force standards of mental, moral, professional and physical fitness, and possess the required military qualifications in the various ranks, grades, ratings, and specialties.

8. Emphasis will be placed on improving training for Reserve units and individuals. Training programs shall provide for the minimum number

of inactive duty training periods and annual training required to (1) attain the prescribed readiness status of the unit which will enable the unit to carry out its mobilization mission, and (2) to maintain the proficiency of the individual.

H. MANPOWER PROGRAMMING

1. Manpower programming is the process of compiling and projecting future manpower requirements, documenting these requirements, integrating them into the overall PPB process and translating them into a form which provides a basis for personnel procurement, training and assignment actions.

2. The military departments will program their total manpower requirements for Active and Reserve military and civilians. Similarly, the Defense agencies, which encompass the Office of the Secretary of Defense (OSD), Organization of the Joint Chiefs of Staff (OJCS), and several Defense agencies, have full responsibility for determining and justifying their total manpower requirements/authorizations to include both military and civilian manpower. The military departments must reflect their military manpower contribution to agencies within their overall Service totals for military manpower; therefore, the Defense agencies will coordinate their military manpower requirements/authorizations in a timely manner with the military departments to insure they are reflected accurately in overall Service authorizations.

3. The military departments are responsible for providing the Defense agencies with military personnel in accordance with approved requirements/authorizations. Personnel will be qualified by experience and training to fully perform the duties of the positions to which assigned. Assignments of military personnel to OSD, OJCS, Unified and Specified Commands, and the Defense agencies are based on the staffing policies provided for in DoDD 1100.9, (reference (b)) and DoDD 1315.13 (reference (c)).

Enclosures - 1

List of additional references

LIST OF REFERENCES

- (e) DoDD 1200.15, "Assignment to and Transfer Between Reserve Categories, Discharge from Reserve Status, Transfer to the Retired Reserve and Notification of Eligibility for Retired Pay," February 16, 1973
- (f) DoDD 1215.5, "Participation in Reserve Training Programs," September 21, 1971
- (g) DoDD 1215.6, "Uniform Training/Pay Categories Within the Reserve Components," January 31, 1974
- (h) DoDD 7180.1, "Program and Budget Support for Guard and Reserve Forces," May 24, 1971
- (i) Title 10, United States Code
- (j) Title 32, United States Code